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ABSTRACT

Senate Joint Resolution 40, introduced January 26, 1973, authorizes and requests the President to call a White House Conference on Library and Information Sciences in 1976. The purpose of the Conference will be to develop recommendations for the improvement of the nation's libraries and information centers, and will be planned and conducted under the direction of the National Commission on Libraries and Information Science. These proceedings of the hearing before the Senate Subcommittee on Education contain the text of the resolution, the testimony of witnesses, prepared statements of the witnesses, and additional documentation (articles, letters, publications, etc.) related to the legislation. (SJ)

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PROPOSED WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SCIENCES

HEARING

BEFORE THE

SUBCOMMITTEE ON EDUCATION

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE

UNITED STATES SENATE

NINETY-THIRD CONGRESS

FIRST SESSION

ON

S.J. Res. 40

TO AUTHORIZE AND REQUEST THE PRESIDENT TO CALL A WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SCIENCES IN 1976

JULY 24, 1973

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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LI 004 503

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PROPOSED WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SCIENCES

TUESDAY, JULY 24, 1973

U.S. SENATE,
SUBCOMMITTEE ON EDUCATION
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met, pursuant to notice, at 10:01 a.m., in room 4232, Dirksen Office Building, Senator Claiborne Pell, subcommittee chairman, presiding.

Present: Senator Pell.

Senator PELL. The hearing of the Subcommittee on Education on Senate Joint Resolution 40 will come to order. The measure we are discussing today will authorize and request the President to call a White House Conference on Library and Information Sciences in 1976. It occurred to me that during the bicentennial year, the Nation should celebrate one of our great cultural strengths—our system of public and private libraries.

The White House Conference on Libraries would succinctly show the accomplishments of our library system in the past and chart the course for the future. Today's witnesses will discuss the accomplishments of the past, the need for a White House Conference, its cost, and what we hope to achieve by such a conference.

At this point I order printed in the record a copy of Senate Joint Resolution 40, comments by the Library of Congress, and the comments by the administration on this legislation.

[The information referred to follows:]

93D CONGRESS
1ST SESSION

S. J. RES. 40

IN THE SENATE OF THE UNITED STATES

JANUARY 26, 1973

Mr. PELL introduced the following joint resolution; which was read twice and referred to the Committee on Labor and Public Welfare

JOINT RESOLUTION

To authorize and request the President to call a White House Conference on Library and Information Sciences in 1976.

Whereas access to information and ideas is indispensable to the development of human potential, the advancement of civilization, and the continuance of enlightened self-government; and

Whereas the preservation and dissemination of information and ideas is the primary purpose and function of libraries and information centers; and

Whereas the growth and augmentation of the Nation's libraries and information centers are essential if all Americans are to have reasonable access to adequate services of libraries and information centers; and

Whereas new achievements in technology offer a potential for enabling libraries and information centers to serve the public more fully, expeditiously, and economically; and

Whereas maximum realization of the potential inherent in the use of advanced technology by libraries and information centers requires cooperation through planning for, and coordination of, the services of libraries and information centers; and

Whereas the National Commission on Libraries and Information Science is developing plans for meeting national needs for library and information services and for coordinating activities to meet those needs; and

Whereas productive recommendations for expanding access to libraries and information services will require public understanding and support as well as that of public and private libraries and information centers: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the President of the United States is authorized to call a White House Conference on Library and Information Services in 1976.

(b) (1) The purpose of the White House Conference on Library and Information Services (hereinafter referred to as the "Conference") shall be to develop recommendations for the further improvement of the Nation's libraries and information centers, in accordance with the policies set forth in the preamble to this joint resolution.

(2) The conference shall be composed of, and bring together--

(A) representatives of local, statewide, and national institutions, agencies, organizations, and associations which provide library and information services to the public;

(B) representatives of educational institutions, agencies, organizations, and associations (including professional and scholarly associations for the advancement of education and research) ;

(C) persons with special knowledge of, and special competence with, technology as it may be used for the improvement of library and information services; and

(D) representatives of the general public.

(c) (1) The Conference shall be planned and conducted under the direction of the National Commission on Libraries and Information Science (hereinafter referred to as the "Commission"). All Federal departments and agencies shall cooperate with and give assistance to the Commission in order to enable it to carry out its responsibilities under this joint resolution.

(2) In administering this joint resolution, the Commission shall—

(A) when appropriate, request the cooperation

and assistance of other Federal departments and agencies in order to carry out its responsibilities;

(B) make technical and financial assistance (by grant, contract, or otherwise) available to the States to enable them to organize and conduct conferences and other meetings in order to prepare for the Conference; and

(C) prepare and make available background materials for the use of delegates to the Conference and associated State conferences, and prepare and distribute such reports of the Conference as may be appropriate.

(d) A final report of the Conference, containing such findings and recommendations as may be made by the Conference, shall be submitted to the President not later than one hundred and twenty days following the close of the Conference. Such report shall be submitted to the Congress not later than one hundred and twenty days after the date of the adjournment of the Conference, which final report shall be made public and, within ninety days after its receipt by the President, transmitted to the Congress together with a statement of the President containing the President's recommendations with respect to such report.

(e) (1) There is hereby established an advisory committee to the Conference composed of twenty-eight members, appointed by the President, which shall advise and assist the

National Commission in planning and conducting the Conference.

(2) The President is authorized to establish such other advisory and technical committees as may be necessary to assist the Conference in carrying out its functions.

(3) Members of any committee established under this subsection who are not regular full-time officers or employees of the United States shall, while attending to the business of the Conference, be entitled to receive compensation therefor at a rate fixed by the President but not exceeding $100 per diem, including traveltime. Such members may, while away from their homes or regular places of business, be allowed travel expenses, including per diem in lieu of subsistence, as may be authorized under section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

(f) For the purpose of this joint resolution, the term "State" includes the District of Columbia, the Commonwealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

(g) There is authorized to be appropriated such sums as may be necessary to carry out this joint resolution.

THE LIBRARIAN OF CONGRESS

WASHINGTON, D.C. 20540

August 10, 1973

Dear Senator Pell:

This is in response to your request for the Library's views with respect to its participation in a proposed White House Conference on Libraries.

The Library of Congress would be pleased to assist the National Commission on Libraries and Information Science in planning for such a conference and would be able to provide in-depth position papers on problems facing libraries on a national basis as well as provide consultants and discussion leaders to the conference itself. With respect to the preparation of in-depth papers on matters relating to libraries, we would need additional funding in order that the day-to-day operation of the Library of Congress did not suffer. I believe it would be fair to say that the Library of Congress has the highest concentration of the nation's talents with respect to library science, cataloging and classification, reference and bibliographic services, preservation of library materials, and the applications of the developing technologies to library and information services.

There are, of course, dozens of topics to which such a conference would want to address itself. The Library of Congress would be more appropriately involved in topics relating to national library service. There are several areas that I believe would be of major concern to libraries in 1976. (Some of these were discussed at the time that the National Advisory Commission on Libraries was in existence.)

Technical Processing and Related Services

1. Centralized Cataloging

The problem is the high cost of cataloging, the scarcity of trained catalogers (particularly of those equipped to analyze foreign publications), and the lack of cataloging data for the large quantity of new foreign publications, supplied in convenient form and on a timely basis.

The problem has only partially been solved by the National Program for Acquisitions and Cataloging. Despite limited funding, this program has already effected great national savings through reducing duplication in cataloging on a national basis. It provides information on the availability of publications in those areas of the world it now covers, makes library materials more rapidly available to users, and promotes international bibliographic standardization. The goal, of course, is to provide prompt cataloging data for the remaining areas of the world. The Library's Cataloging in Publication (CIP) Program is providing notable assistance in including cataloging data in books published in the United States.

2. Machine-Readable Cataloging

The ever-increasing size of library collections and the need of present day users for information in-depth is rendering obsolete traditional means of access to sources of information. The problem is to find alternative methods that will meet the need.

One solution is, through the application of automation, to produce catalog information on tape or other means which is machine-readable and can be manipulated in a variety of ways to produce speedy answers to intricate questions. The Library's MARC (Machine-Readable Cataloging) Program is the pioneer effort in this direction. It is making possible the automation of the bibliographical apparatus of the Library of Congress and of other research libraries.

It is beginning to provide a wide range of computer-produced bibliographical services to libraries of all types. Additional uses of these tapes and services need to be explored by libraries throughout this country.

3. Technical Services Center

The catalog cards, proofsheets, catalogs in book form, tapes with machine-readable cataloging data, lists of subject headings, the classification systems, cataloging rules, and other bibliographical products developed, maintained, and made available by the Library of Congress are the standard for libraries, not only in the United States but in many other countries as well. They are increasingly used by other libraries and information centers but they are not being utilized with maximum effectiveness because of lack of training on the part of their users. This is particularly true in the field of automated technical services, a recent development and one requiring specialized training.

As the national library and the leader in its field, the Library of Congress could do much toward solving this problem by establishing a national center with two continuing functions: (1) providing on-site information to librarians and information specialists in Library of Congress technical services techniques and procedures, with major emphasis on their automation; and (2) collecting information on the needs of libraries and information centers and informing them and their users through meetings, institutes, demonstration visits, publications, and other media about the technical services available to them from the national library.

4. National Serials Service

Because of their greater timeliness, serials are far more important to research, scientific investigations, and scholarly interests in general than are monographs which, at least in the fields of science and technology, are likely to be out of date as soon as they are published. But the vast number of serial publications, their frequently

ephemeral character, overlapping of content, and other factors make them difficult to acquire and control.

A national serials service could go a long way toward alleviating these difficulties. Its functions should include: (1) acquisition of serials of interest to libraries and information centers; (2) creation and maintenance of a standard, multi-purpose, national record for all serials acquired; (3) timely distribution of information about serials in both machine-readable and printed form; (4) establishment of a speedy and efficient lending, photocopy, and facsimile center; (5) development of a network of regional centers; and (6) coordination of abstracting and indexing services. Some beginning steps have been taken along these lines. An example of this is the establishment of the National Serials Data Program, a program of the Library of Congress, the National Agricultural Library, and the National Library of Medicine. Currently a national data base in machine-readable form on serial publications is being developed for the use of the various communities in library and information services. Also the Center for Research Libraries has established a lending library for serials. A vast amount, however, remains to be done before the problem is solved.

5. Retrospective Conversion of Cataloging Records

Libraries and information centers will be forever dependent on two systems, manual and machine, if their data bases are built solely in terms of current and future cataloging. The need for conversion of retrospective records at least from 1960 forward has been recognized by many institutions. Some conversion has been accomplished on an unplanned basis. The result is costly duplicate keying of records that are non-standard and of little or no utility in a national framework.

To solve the problem there should be a program for retrospective conversion at the national level which would result in records that are consistent in data content and

format and that are useful for all the nation's libraries. Included would be the adaptation of foreign language machine-readable records produced by institutions in other countries, thus reducing the total cost and effort required.

6. Bibliographical Control of State and Local Government Publications

The Monthly Checklist of State Publications, compiled by the Library of Congress, annually lists some 25,000 documents published by agencies of State governments but it is estimated that an equal number of documents fail to reach the Library of Congress. There is no comparable checklist of the publications of towns, cities, and counties. These publications of government agencies below the national level contain much valuable information which is largely lost because it is not called to the attention of those who might use it.

A program should be established which would place the responsibility for the bibliographical control of State and local publications at appropriate State and local levels and would support the cooperative procedures required to complete acquisitions and bibliographic coverage. Involved would be a unit at the Library of Congress, in its role as the national library. This unit would work with State and local librarians, developing standardized cataloging and control techniques, encouraging the adoption of State laws requiring the deposit of State and local documents, and supporting regional efforts in every possible way. Such a program could transform the scene in a comparatively few years.

7. Library of Last Resort

Federal agencies and offices annually transfer to the Library of Congress over 2 million pieces of library material. This material is screened to help fill gaps in the Library's collections. But, due to lack of space and staff, the Library is forced to dispose of much of this material soon after receipt without realizing

its full potential.

In view of the high degree of specialization of many Federal agencies and of the specialized publications sources to which they have access, the Library of Congress should be designated as "library of last resort" for important or unique materials transferred from other Government agencies. A program should be funded which would give all Federal agencies the option of transferring materials for permanent retention, cataloging, and service by the Library of Congress. The Library, if provided with the necessary resources, would assume responsibility for the processing, permanent custody, and loan of the transferred materials.

8. Surplus Publications Pool

In an average year, several million pieces of material from a variety of sources come to the Library of Congress. A substantial portion of them become surplus to the Library's needs because they are duplicates, have been replaced by microfilm copies, have completed their use as copies for temporary service, and for other reasons. These surplus publications are employed in the Library's exchange program, transferred to other Federal libraries, or donated to educational institutions throughout the United States. However, lack of shelf room frequently makes it necessary to discard surplus duplicates before adequate efforts have been made to determine their possible usefulness to other libraries, either in or out of the Federal establishment.

A program should be funded which would permit the full exploitation of these materials. Under this program the materials would be shelved, advertised, and held long enough to assure the matching of availability and need. Given a reasonable amount of space and a small staff to organize, list, pack, and ship these duplicate publications, a major contribution to the library economy of the country would be achieved for a rather small expenditure of funds.

Librarians and information scientists are more and more aware of the need to exploit this nation's library resources by providing guides, directories, and other bibliographic tools for the library user. Therefore, the Library of Congress would be a major participant in discussions of the problems and the needs of the future.

Reference and Related Services

1. Bibliographic and Reference Services

Much of the Federal funding in recent years for centralized library services has been directed toward the acquisition and cataloging of current publications from various parts of the world to assure adequate, controlled coverage of materials of research importance. While these efforts are basic to national library resources, there are further needs for exploitation of these resources. More in-depth studies are needed so that the resources are more readily available to all classes of users. A national bibliographic effort should be considered under which the Library of Congress and other research libraries will coordinate their programs for bibliographic compilations based upon the strengths and specialities of their collections. A national effort will reduce the amount of duplicative effort and will result in greater productivity with available resources.

At the same time there is an obvious need in American libraries for the development of a national reference network, beginning with the local library, extending to State and regional libraries, and then to the national libraries. Some aspects of this network have already been established in the States under the encouragement of Federal funding, but the necessary next step is to build on present efforts to include the national libraries. These libraries would serve as resource centers in the system, to provide reference service when local and regional resources had been tried without success. The traditional reference and specialized bibliographic services would be provided, within broad parameters of

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service. A natural extension of this reference service is the referral service, based upon the Library of Congress experience with its National Referral Center for Science and Technology. This concept recognized the fact that libraries are not always the best sources for some types of information, but at least they can maintain files of information sources on a current basis so as to refer inquirers to the best source. The products of this service are individual referrals as well as frequent publication of lists of information sources.

Another area of reference service that has not been developed adequately in libraries is that of access to the growing body of information maintained only in computer data files. A number of Government information resources--for example, at AEC, NASA, and the Census Bureau--contain extremely useful bibliographic or statistical information that could be invaluable for some types of research. Very few libraries have the computer facilities for using these data files, and even fewer have the resources to afford to exploit them. Study should be given as to the most economical means of providing these libraries with information in computerized data banks, e.g. through regional networks and the national libraries.

One specialized area of bibliographic concern that has not received the attention that it should is in the area of legal materials. The Library of Congress would be happy to assist in planning a section on the subject of legal library resources. This could include the following:

Use of Legal Reference and Research Sources and Techniques.

Instruction, guides, bibliographies, and other aids to the use of legal literature by the bench and bar, laymen, prisoners, and other users.

Location and Use of Foreign Law Materials.

Providing translations, abstracts, digests, indexes, updating, and other forms of handling foreign law codes and legislation. Also, preparing union catalogs and union lists.

Access to Legal Information.

Aiding in gaining greater access to legal information by the formation of legal reference and research centers and systems, and inter-library resource and information use.

Consultation and Advisory Services.

Providing expert guidance in the establishment, maintenance, and administration of law collections. This could include seminars, institutes, formal training programs, and on-site reports for both general and law libraries as well as the compilation of basic checklists.

Acquisitions of Foreign Legal Material.

Cooperative efforts in coordinating acquisitions of foreign legal material toward universal coverage and selection guides in foreign areas.

Data Collection and Retrieval: the Inter-relationship Between Legal Information, Legal Research, and Computer Technology.

This would involve: the identification of the legal information needs of various groups of users in our society; identification of the existing sources of law; assessing the present availability of legal information against the use and need of legal information by the various groups of users; and application of technology to make the needed legal information readily available to user needs.

2. National Library Resources System

The quality of library service available to a citizen of the United States depends to a large extent upon where he lives. Some States have good library resources, while other States are unable to supply the basic services readers need because of limited resources of both funds and library materials. Even States having some of the best libraries in the country have disparities in service within their boundaries because of limited coordination of local programs. In recent years a number of States have passed legislation designed to correct these disparities and to ensure all citizens access to essential public library services. Typically, this legislation has assigned to the State library the responsibility for developing reference and information networks and for working with the libraries within the State to equalize the available service by setting up area library service organizations that are willing to make their books available to others across the State.

Through a statewide system, with the State library at its center, the citizens have access to a vast collection of library materials within the State, or, if needed, from libraries outside of the State. For materials available in the State, there are often liberalized rules of loan and retention. These systems are usually supported by bibliographic sources available in local libraries and are linked by communications networks among various libraries.

Although State agencies (usually State libraries) have been assuming leadership roles to bring about organized efforts among public, academic, and special libraries to give better interlibrary loan service within their respective States, their efforts are still limited by the available book collections. For this reason, State networks must look to the larger collections of the national libraries when they are unable to find certain items in the combined collections of the libraries in their own States.

A large-scale approach to the problem of library resources would be the development of a total national system, managed by the Library of Congress or another Federally supported library agency, and utilizing the resources of all libraries in the nation. Some study is currently under way on this problem, but a much broader-based effort is needed if the nation's library resources are to be fully available to all its citizens.

Library Programs for the Blind and Physically Handicapped

1. Support of Regional Libraries

Whenever there has been a breakdown or failure in service to the blind and physically handicapped in any of the regional libraries in the various States, the complaints from readers and others who support their needs (Congressmen,etc.) have naturally been directed to the Library of Congress. This has been natural because it is the Library's program by statute, which has made it the Library's responsibility to supply the library materials, machines, along with consultation and advisory service to the regional libraries.

The rapid growth of the service over the years has been complicated by ever increasing demands for service in many States across the nation which have gone unmet because the regional libraries have not had adequate funding. The drying up of Library Services and Construction Act funds has further complicated the situation. Study should be given to means to adequately fund these libraries, whether through the Library of Congress or through another Federal agency.

2. Production of Reading Material: Expansion of Present Programs

The Library of Congress could increase the production of reading material for the blind and physically handicapped to provide in usable format any material currently available to sighted and non-handicapped readers; it would aim to add more titles to the annual list of titles in recorded or

other formats. The Library also feels the need to meet the requests of other handicapped readers. For example, many readers who are physically handicapped (as defined by the governing statute) but have adequate eyesight are requesting easy-to-use reading materials in new formats, i.e., projection books in microfiche, roll film in cassette, and multi-lens plates. These new reading formats require innovative projection-type equipment. The Division for the Blind and Physically Handicapped has been investigating and testing several projection equipment prototypes.

There is also a great need for increasing production of reading matter on request. Increased cooperation and coordination in this area of the work among volunteer groups can be achieved through a strengthening of the Library's volunteer program. This program should provide a systematic and speedy flow of materials produced in braille and recorded sound, particularly in the area of single copy requests. A strengthened program would not only improve the cooperative efforts among the volunteers to increase the availability of this kind of reading material but also would reduce duplication. Adequately financed, this volunteer organization should provide funds for organizational meetings, advisory and consultation conferences, an effective and continued recruiting schedule, a good training program, and travel.

An additional way in which the current program might be expanded is in its coverage of users receiving the service. The current program is limited to those who are blind or having physical handicaps, but there is a known need for reading material for those--usually children--with emotional or related problems (not specifically of a physical origin) that affect the ability to read normal printed material. To satisfy this need would require a concerted effort of educational and library experts to create the appropriate and effective reading substitutes or reading aids. Because of the close relationship with the present program of the Library of Congress for the blind and physically handicapped, it would seem logical to build upon this program, but in close cooperation with other librarians and experts.

The Preservation of Library Materials

The rapid deterioration of materials in the nation's libraries is a cause for increasing concern. Within the last few years librarians have begun to realize the enormity of the problem but, as yet, have failed to produce viable solutions except in scattered instances. The problem may be divided into several aspects, all of which should be considered on a national basis: (1) Training of Conservators; (2) National Center for the Conservation of Library and Archival Materials; (3) Preservation Microfilming; and (4) National Preservation Collection.

1. Training of Conservators

A program devoted to this topic would be concerned with: (1) the definition of the preservation problem--its causes, effects, magnitude, etc.; (2) the role of the trained conservator (technical expert), and administrative conservator (library administrator with a thorough knowledge of conservation problems and practices, but not the technical expertise to be a practicing conservator); (3) presently available conservation training programs in the United States; and (4) recommendations for training programs for librarian/conservators.

2. National Center for the Conservation of Library and Archival Materials

Areas of concern would include: (1) the nature and depth of the preservation problem; (2) major technical problems and their solutions; (3) the research aspects; (4) the practical aspects; (5) value of a national center; and (6) the Library of Congress as a national center for the preservation of library and archival materials.

3. Preservation Microfilming--A National Program

The following topics would be involved: (1) the need for a national program; (2) standards for preservation microfilming--technical and bibliographic; (3) cooperative

selection programs; (4) master negative storage; and (5) the Library of Congress' role in a national preservation program.

4. National Preservation Collection

The nature of the deterioration problem and the case for a national preservation collection should be pursued.

The Library of Congress could provide leadership and guidance in each of the above proposed topics. The Office of the Assistant Director for Preservation would want to be involved in each of the subjects proposed. In addition, the Photoduplication Service would be involved in any discussion of preservation microfilming and possibly in any discussion of a National Preservation Collection.

Standardization in Library Automation

As the sophistication of hardware improves and the uses of automation technology in the library environment expand, there is an increasing need for standardization for library and information services.

Because the mechanism for developing and implementing standards is not widely known or understood, discussion of standardization might well begin with a general review of the procedure from the individual institutional level to the International Standards Organization. Following this might be a description of the mission, policies, and activities of organizations in the field of standards development; e.g. American National Standards Institute, National Bureau of Standards, and United Nations groups.

A more specific section should come next wherein there would be an elaboration of the problems of developing and using standards in the library and information science environment.

The Library of Congress, as a national library at the focus of so much that goes on in the library community, is the logical place for developing innovative programs and standards. From its unique position in the library world, the Library of Congress can provide significant assistance in developing the degree of standardization required for the successful application of automation technology to library and information retrieval projects.

Finally, a White House Conference on Libraries would, no doubt, want to concern itself with the role of the Library of Congress as the national library, the effectiveness of present national services, and the planning of future services, many of which are referred to above. The Library of Congress could cooperate in this endeavor by providing an up-dated position paper similar to the one done for the National Advisory Commission on Libraries and published in Libraries at Large.

These topics are not all inclusive, but these are some of the major subjects for which the Library of Congress could provide assistance and expertise for a White House Conference on Libraries.

Sincerely yours,

L. Quincy Mumford

L. Quincy Mumford
Librarian of Congress

The Honorable
Claiborne Pell
Chairman, Senate Subcommittee on
Education, Committee on Labor and
Public Welfare
United States Senate
Washington, D. C. 20510

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Honorable Harrison A. Williams, Jr.
Chairman, Committee on
Labor and Public Welfare
United States Senate
Washington, D. C. 20510

RECEIVED JUL 26 1973
JUL 27 1973
Labor & Public Welfare Committee

Dear Mr. Chairman:

This letter is in response to your recent request for a report on S.J. Res. 40, a bill "To authorize and request the President to call a White House Conference on Library and Information Sciences in 1976."

The purpose of the Conference would be to develop recommendations for the improvement of libraries and information centers. The conference would be composed of librarians, information specialists, educators, relevant technologists, and representatives of the general public.

Planning and direction of the Conference would be carried out by the National Commission on Libraries and Information Science with cooperation and assistance from all Federal departments. The Commission would make technical and financial assistance available to the States for preparatory meetings and conferences and prepare background material for the use of delegates on the Federal and State levels.

Within 120 days of the close of the Conference, a report would be submitted to the President and the Congress. Ninety days later, the President would be required to submit to Congress a statement of recommendations regarding the report.

A 28 member advisory committee would be appointed by the President to assist the National Commission in planning and conducting the Conference.

S.J. Res. 40 would authorize such sums as may be necessary to carry out the terms of the resolution.

In certain circumstances, a White House Conference may serve to fill a need for the exposure and examination of critical and neglected problems of national concern. However, the prestige of White House Conferences should not be diminished by holding them in areas where existing forums are providing an adequate opportunity for the identification and discussion of issues and ideas. Nor should an opportunity for a comprehensive examination of issues in their broad context be wasted. Conferences should be concerned with specific problems and subject areas in the context of the dynamics of their relationship to the larger society.

We recognize that there are important issues in the field of libraries and information science. Access to information is necessary for an enlightened technological society. The dissemination of information is an area where we must always seek improvements.

However, we do not believe that the White House Conference of Libraries and Information Sciences, as proposed in S.J. Res. 40, is justifiable.

To the best of our knowledge, there is no evidence of critical unresolved issues in libraries and information science that cannot be handled through the existing channels of communications in the field, i.e., professional associations, meetings of civic groups, and governmental and legislative processes on all levels. Further, the activities described in S.J.Res. 40 to be conducted by the proposed Conference would duplicate the responsibilities of the National Commission on Libraries and Information Science.

Secondly, we think that a White House Conference solely on the subject of libraries and information science would be too narrowly focused, both in terms of the prestige of such a conference and in terms of the considerable public expenditures necessary for such a conference. This is not to diminish the importance of libraries and information science but it does indicate that we believe that these subjects should be examined as a part of the broader issue of education.

We are therefore strongly opposed to the enactment of S. J. Res. 40.

We are advised by the Office of Management and Budget that there is no objection to the presentation of this report from the standpoint of the Administration's program.

Sincerely,

/s/ Frank C. Carlucci

Acting Secretary

Senator PELL. Our first witness today is Frederick Burkhardt, Chairman of the National Commission on Library and Information Science. It is with particular pleasure that I welcome Chairman Burkhardt here for it was in this very room that we held hearings on my bill which established the Commission, which I understand is doing a fine job. I welcome him today.

STATEMENT OF FREDERICK BURKHARDT, CHAIRMAN, NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCES; ACCOMPANIED BY CHARLES STEVENS, EXECUTIVE DIRECTOR

Mr. BURKHARDT. Thank you, Mr. Chairman. It is a great privilege to be here.

My name is Frederick Burkhardt. I am president of the American Council of Learned Societies and Chairman of the National Commission on Libraries and Information Science. In my appearance before you today I represent the National Commission on Libraries and Information Science and its 15 presidentially appointed members.

The Commission favors the White House Conference which is called for in Senate Joint Resolution 40. It does so wholeheartedly and in the expectation of useful results. We favor this conference because it will reinforce and strengthen the work being undertaken by the National Commission on Libraries and Information Science, and more especially because a White House Conference will draw the attention of the American public to their libraries in a positive and productive way.

The National Commission on Libraries and Information Science is charged by law to provide the President and the Congress, as well as State and local governments, with advice and counsel that will bring about adequate library and information service for all. To fulfill this charge the Commission has been given the authority to conduct studies and surveys and to learn of the adequacies and deficiencies of current library and information service operations.

The Commission, in this connection, has held three day-long regional hearings in Chicago, San Francisco, and Atlanta. During the course of these hearings the Commission has received written and oral testimony from more than 400 witnesses. The testimony comprises a valuable outline of the types of ideas and concerns that would be the focal points of discussion at a White House Conference.

The testimony also reveals that there would be wide public interest and participation in a national forum such as a White House Conference would provide. Access to information has become an articulated demand of an educated citizenry. It is now generally realized that information is a key factor in the Nation's future productive capacity and that access to information is essential for individual and national progress. At present, access to information is not equally and freely available to all, and there are many problems to be solved before effective access can be made available to all.

There are financial, social, geographical, technological, and many other obstacles. A White House Conference can come to grips with some of these roadblocks and assist the National Commission on Libraries and Information Science and other concerned agencies to

overcome them through the intelligent application of good ideas. It can highlight for the State, local, and Federal governments the importance of providing improved physical, financial, and personnel resources to meet information needs through improved library and information services. A White House Conference will be a catalytic agent and will speed the improvement of all types of libraries. It will stimulate and help coordinate State and local library cooperative activities.

A White House Conference would be invaluable in planning for the next 20 years. Our Commission is charged with providing a leadership role in such national planning for information and library services. No monolithic Federal arrangement of information services is desirable nor would it be equal to the task. There must be a cooperatively developed network of libraries and other information services—a cooperative effort that begins at the grassroots. As the Commission proceeds with its effort to bring information services together to serve the citizen, it needs the added thrust of local, State, and regional planning and action, and that thrust would be brought about by the proposed White House Conference.

Libraries are no longer self-sufficient. They cannot supply from a single information store all of the materials needed by users. They must, therefore, cooperate to bring information to the user and they must do so in ways that eliminate or reduce the barriers between the user and the information required. A White House Conference on Library and Information Services is one important way to stimulate this cooperation.

Senate Joint Resolution 40 honors the National Commission on Libraries and Information Science by making it responsible for directing the White House Conference on Library and Information Services. The Commission will receive the assignment enthusiastically and begin at once to carry out the details of planning and organization.

Thank you, Mr. Chairman. I shall be pleased to try to answer any questions from you or the members of the committee.

I would like to say that I assume in the printed version of the bill the title of it is a slip in the way it is stated, that it should read, "White Conference on Library and Information Services" because that is the way it reads in the bill itself, is that correct?

Senator PELL. We appreciate your thought. I am not sure if it is a slip or if it is intentional. At any rate, we note your thought and thank you for it.

Mr. BURKHARDT. Our staff also, Mr. Chairman, has gone over the text of the resolution and has a few suggestions to make, to bring the text into conformity with previous legislation for White House conferences. Most of them are rather technical and not substantive.

Senator PELL. That would be very helpful. Maybe you could submit that, and we will take that into consideration.

[The proposed changes made to S.J. Res. 40 follow:]

93D CONGRESS
1ST SESSION

S. J. RES. 40

IN THE SENATE OF THE UNITED STATES

JANUARY 26, 1973

Mr. PELL introduced the following joint resolution; which was read twice and referred to the Committee on Labor and Public Welfare

[Omit the part struck through and insert the part printed in italic]

JOINT RESOLUTION

To authorize and request the President to call a White House Conference on Library and Information Sciences in 1976.

Whereas access to information and ideas is indispensable to the development of human potential, the advancement of civilization, and the continuance of enlightened self-government; and

Whereas the preservation and dissemination of information and ideas is the primary purpose and function of libraries and information centers; and

Whereas the growth and augmentation of the Nation's libraries and information centers are essential if all Americans are to have reasonable access to adequate services of libraries and information centers; and

Whereas new achievements in technology offer a potential for enabling libraries and information centers to serve the public more fully, expeditiously, and economically; and

Whereas maximum realization of the potential inherent in the use of advanced technology by libraries and information centers requires cooperation through planning for, and coordination of, the services of libraries and information centers; and

Whereas the National Commission on Libraries and Information Science is developing plans for meeting national needs for library and information services and for coordinating activities to meet those needs; and

Whereas productive recommendations for expanding access to libraries and information services will require public understanding and support as well as that of public and private libraries and information centers: Now, therefore, be it

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) the President of the United States is authorized to call a White House Conference on Library and Information Services in 1976.

(b) (1) The purpose of the White House Conference on Library and Information Services (hereinafter referred to as the "Conference") shall be to develop recommendations for the further improvement of the Nation's libraries and information centers, in accordance with the policies set forth in the preamble to this joint resolution.

(2) The conference shall be composed of, and bring together—

(A) representatives of local, statewide, *regional,* and national institutions, agencies, organizations, and associations which provide library and information services to the public;

(B) representatives of educational institutions, agencies, organizations, and associations (including professional and scholarly associations for the advancement of education and research) ;

(C) persons with special knowledge of, and special competence with, technology as it may be used for the improvement of library and information services; and

(D) representatives of the general public.

(c) (1) The Conference shall be planned and conducted under the direction of the National Commission on Libraries and Information Science (hereinafter referred to as the "Commission"). ~~All Federal departments and agencies shall cooperate with and give assistance to the Commission in order to enable it to carry out its responsibilities under this joint resolution.~~

(2) In administering this joint resolution, the Commission shall—

(A) when appropriate, request the cooperation and assistance of other Federal departments and agencies in order to carry out its responsibilities;

(B) make technical and financial assistance (by grant, contract, or otherwise) available to the States to enable them to organize and conduct conferences and other meetings in order to prepare for the Conference; and

(C) prepare and make available background materials for the use of delegates to the Conference and associated State conferences, and prepare and distribute such reports of the Conference *and associated State conferences* as may be appropriate.

(3)(A) Each Federal department and agency is authorized and directed to cooperate with, and provide assistance to, the Commission upon its request under clause (A) of paragraph (2); and, for that purpose, each Federal department and agency is authorized to provide personnel to the Commission in accordance with section 3341 of title 5, United States Code. For the purposes of such section 3341 and this paragraph, the Commission shall be deemed to be a part of any executive or military department of which a request is made under clause (A) of paragraph (2).

(B) The Librarian of Congress is authorized to detail personnel to the Commission, upon request, to enable the

Commission to carry out its functions under this joint resolution.

(4) In carrying out the provisions of this joint resolution, the Commission is authorized to engage such personnel as may be necessary, without regard for the provisions of title 5, United States Code, governing appointments in the competitive civil service, and without regard for chapter 57, subchapter III of chapter 53 of such title relating to classification and General Schedule pay rates.

(5) The Commission is authorized to publish and distribute for the Conference the reports authorized under this joint resolution without regard for section 701 of title 44, United States Code.

(6) Members of the Conference may, while away from their homes or regular places of business and attending the Conference, be allowed travel expenses, including per diem in lieu of subsistence, as may be allowed under section 5703 of title 5, United States Code, for persons serving without pay. Such expenses may be paid by way of advances, reimbursement, or in installments as the Commission may determine.

(d) A final report of the Conference, containing such findings and recommendations as may be made by the Conference, shall be submitted to the President not later

than one hundred and twenty days following the close of the Conference. Such report shall be submitted to the Congress not later than one hundred and twenty days after the date of the adjournment of the Conference, which final report shall be made public and, within ninety days after its receipt by the President, transmitted to the Congress together with a statement of the President containing the President's recommendations with respect to such report.

~~(c)(1) There is hereby established an advisory committee to the Conference composed of twenty-eight members, appointed by the President, which shall advise and assist the National Commission in planning and conducting the Conference.~~

(c)(1) There is hereby established a twenty-eight member advisory committee to the Conference composed of (A) at least three members of the Commission designated by the Chairman thereof; (B) two persons designated by the Speaker of the House of Representatives; (C) two persons designated by the President pro tempore of the Senate; and (D) not more than twenty-one persons appointed by the President. Such advisory committee shall assist and advise the Commission in planning and conducting the Conference. The Chairman of the Commission shall serve as Chairman of the Conference.

(2) The President is authorized to establish such other

advisory and technical committees as may be necessary to assist *and advise* the Conference in carrying out its functions.

(3) Members of any committee established under this subsection who are not regular full-time officers or employees of the United States shall, while attending to the business of the Conference, be entitled to receive compensation therefor at a rate fixed by the President but not exceeding $100 per diem, including traveltime. Such members may, while away from their homes or regular places of business, be allowed travel expenses, including per diem in lieu of subsistence, as may be authorized under section 5703 of title 5, United States Code, for persons in the Government service employed intermittently.

(f) The Commission shall have authority to accept, on behalf of the Conference, in the name of the United States, grants, gifts, or bequests of money for immediate disbursement by the Commission in furtherance of the Conference. Such grants, gifts, or bequests, offered the Commission, shall be paid by the donor or his representative to the Treasurer of the United States, whose receipts shall be their acquittance. The Treasurer of the United States shall enter such grants, gifts, and bequests in a special account to the credit of the Commission for the purposes of this joint resolution.

~~(f)~~ *(g)* For the purpose of this joint resolution, the term "State" includes the District of Columbia, the Common-

wealth of Puerto Rico, Guam, American Samoa, the Virgin Islands, and the Trust Territory of the Pacific Islands.

~~(g)~~ *(h)* There ~~is~~ *are* authorized to be appropriated such sums as may be necessary to carry out this joint resolution. *Such sums shall remain available for obligation until expended.*

Amend the title so as to read: "A joint resolution to authorize and request the President to call a White House Conference on Library and Information Services in 1976."

Senator PELL. What do you see as the main benefits that might ensue from a White House conference.

Mr. BURKHARDT. The major benefit will be to bring to bear the whole of public opinion and public attention to the problems of supplying information. It will produce a mechanism for ideas and statements of needs and clarifications, suggestions from the people themselves.

One of our biggest problems in the Commission has been to find out just exactly what the user needs for information are in this country, and we are determined to be a user-oriented commission. That is, we wish to work on things that the citizenry in various groups in the public need. That has been one of the most difficult jobs we have, to get information on what this country really needs and also what the prospects are in planning the next 10 years in library and information service.

I think the Conference will be the best mechanism for obtaining information of that sort.

Senator PELL. The legislation that we introduced does not get into the question of specific costing of the Conference. What do you see as an authorization level for the Conference?

Mr. BURKHARDT. Well, as far as cost is concerned, I would rather not guess at a figure. I think there has been some experience with, for instance, the White House Conference on the Aging and a number of other White House conferences. We could use those as a beginning. I would say that this Conference ought to provide, in fact, it is essential that it provide for State conferences to be held in preparation for the major conference and the budget for this Conference ought to include preparatory conferences in the States.

Senator PELL. With regard to setting up the preparatory conferences, who do you see footing the bill, taking the lead?

Mr. BURKHARDT. I would hope that it would be the Federal Government.

Senator PELL. What branch of the Federal Government?

Mr. BURKHARDT. Well, would not the money come from HEW?

Senator PELL. This is a question I am asking you. Where do you think it should come from? Should it come from HEW, be channeled through the Library Commission, or should it come from the Endowment for the Humanities?

Where do you think it should come from, and should it be a separate authorization?

Mr. BURKHARDT. It could come from either one. As a matter of fact the Endowment for the Humanities has had some appropriations for celebrating the Bicentennial. This comes in the Bicentennial year. I cannot think of a more civilized way of celebrating our Revolution than by celebrating our libraries and solving their problems.

So it would not in my mind be a bad idea to use Bicentennial money for that purpose.

Senator PELL. One of the problems here is due to the relatively complete failure of the Federal Bicentennial Commission—it has fallen on its face. This means that the States and other organs of government must carry on the Bicentennial function. I do not want to see too big a bite taken out of the Endowment for the Humanities and the Arts for the Bicentennial. I do think where you might press ahead, just

as we are pressing the Endowment for the Humanities to move, is in setting up committees and councils in each of the States. This White House Conference would be a very nice project for each of those councils to do a little work in and provide their own input.

The Arts Endowment has outstripped the Humanities in their State committee structure, mainly as a result of the law mandating State arts councils.

I think this would tie in very much with the present thrust of the Humanities, to have State-by-State organization as well.

Do you see any other Federal departments that would be able to help you besides HEW and the Humanities?

Mr. BURKHARDT. Well, I have not given any real thought to it. They occurred to me as the most probable ones. I suppose the National Science Foundation could very well be interested insofar as the information sciences are concerned, and I think it would be a proper expenditure on their part to support a conference of this sort, but that is about all I can think of at the moment, Mr. Chairman.

Senator PELL. What about the library of the Nation, the Library of Congress?

Mr. BURKHARDT. Well, logically I think it is a possibility. That of course would be in the Congress own hands.

Senator PELL. Right. But certainly in setting up the national conference, I would think that the Library of Congress should be in the forefront of the planning and one of the lead governmental agencies, if not the lead agency after the National Commission.

Mr. BURKHARDT. I do think there will be problems if the funding is left to the individual States. You will have 50 different planning commissions and 50 different plans, and you may risk having no overall coordinating plan.

The support would tend to vary, and the States are not all equally able to support a conference. I think certainly the major part of the cost of this should come from the Federal budget.

Senator PELL. I wonder if that would be such a bad thing. With 50 different initial plans from each of the States. The national conference could use these as a basis of approach.

Mr. BURKHARDT. They will be different enough in any case, because there will be State planning committees to plan each of these things, but if they are supplying the funds for their own conference, the general policy will be different in each State because they will be financing it.

Senator PELL. I think that is a good thing. We will see that some flop and some do not. We will learn from it.

Mr. BURKHARDT. Well, perhaps you are right, sir. I am a little more worried about that than you are, I think.

Senator PELL. I thank you very much. I appreciate the leadership role that you have given in these fields. I know that you will be able to make a large personal input into the planning for this conference.

Thank you very much for being with us today.

Mr. BURKHARDT. Thank you, sir.

[The following information was subsequently supplied for the record:]

NATIONAL COMMISSION ON LIBRARIES AND INFORMATION SCIENCE
SUITE 601 • 1717 K STREET, N.W. • WASHINGTON, D.C. 20036 • TELEPHONE (202) 382-6595

FREDERICK H. BURKHARDT
Chairman

CHARLES H. STEVENS
Executive Director

20 August 1973

The Honorable Claiborne Pell
U. S. Senate
Washington, D. C. 20510

Dear Senator Pell:

I appreciate the recent opportunity to testify on Senate Joint Resolution 40 in support of the White House Conference on Libraries and Information Service. As I said, the National Commission on Libraries and Information Science supports the concept of such a Conference and would gladly undertake the management of such an important endeavor.

I recently had the opportunity to discuss such conferences with leaders in the library community. In these discussions several matters were brought to light that you and the Senators on your Committee might wish to consider. It was recommended that each state should develop its own conference to meet local needs but that each state conference should be structured according to detailed guidelines developed by the National Conference. This would allow for local autonomy but also would create a pattern for constructive thought which will logically lead toward the National Conference. In this same vein it was felt that financing should come from both state and Federal levels to support the planning and the conferences.

The Commission agrees with you that each state should be allowed as much autonomy as possible, but to make the entire conference series as productive as possible, I feel that Federal support in the nature of guidelines and finances should be made available.

Very truly yours,

Frederick Burkhardt

Frederick H. Burkhardt
Chairman

Andrew A. Aines • William O. Baker • Joseph Becker • Harold C. Crotty • Carlos A. Cuadra • Leslie W. Dunlap
Martin Goland • John G. Kemeny • Louis A. Lerner • Bessie Boehm Moore • L. Quincy Mumford • Catherine D. Scott
John E. Velde, Jr. • Alfred R. Zipf

Senator PELL. Our next witnesses are Ms. Alice B. Ihrig, trustee, village of Oaklawn, Ill., and member of the Illinois State Library Advisory Committee; and Mr. Edward G. Holley, dean, School of Library Science, University of North Carolina, and vice president, president-elect, American Library Association.

STATEMENT OF ALICE B. IHRIG, TRUSTEE, VILLAGE OF OAKLAWN, ILL., AND MEMBER, ILLINOIS STATE LIBRARY ADVISORY COMMITTEE; AND EDWARD G. HOLLEY, DEAN, SCHOOL OF LIBRARY SCIENCE, UNIVERSITY OF NORTH CAROLINA, AND VICE PRESIDENT, PRESIDENT-ELECT, AMERICAN LIBRARY ASSOCIATION

Ms. IHRIG. I am Alice Ihrig, a trustee of the village of Oaklawn, Ill.; member of the Illinois State Library Advisory Committee; and until recently, president of a local public library and a library system. I am also a member of the executive board of the American Library Association, the only nonlibrarian on that board.

As a village official long involved in both State and local government, I value libraries as an unfailing source of information on my own concerns. Multiply by the concerns of many individuals, and you have a service of great magnitude and great importance to the Nation. This is not unmitigated praise for libraries; it is recognition that their services are sought by many, unknown to many and neglected by many. With the need for more information comes the need for finding it—the need to be able to use it—the need to be able to rely on it for accuracy and speed and reliability.

Libraries are not the only source of information or of recreation or of entertainment—but they are the most likely organizations to care about getting the right material to people when they need it. The power to tap into a good library is a potent tool in the hands of the citizen who needs to know.

I am therefore speaking primarily as a local elected official and as a citizen interested in libraries and what they can do for people.

I speak in support of Senate Joint Resolution 40 introduced by Senator Pell calling for a White House Conference on Library and Information Services in 1976.

The date 1976 is significant, since in that year we all hope that the United States will dedicate itself to accomplishing what it has not been able to fully realize in its first 200 years—"to form a more perfect union and to secure the blessings of liberty to ourselves and our posterity."

The libraries of the Nation—and there are nearly 75,000—will join in that year to recommit themselves to serving as the major source of information and ideas available to all people. We have appended a list estimating the number of libraries in the United States.

Despite their long history of service to this country, libraries are apt to be taken for granted. It is often assumed that because they serve so well, they can sustain budget cuts and still be effective. Dedication of librarians and library trustees is legendary; librarians, even today, serve for smaller salaries than accorded to other public servants and libary trustees are seldom paid at all.

If we are to raise libraries to their proper role in the spectrum of public services—if we are to depend upon libraries in our next 200

years—if we are to preserve and further the irreplaceable services libraries, and only libraries, are able to give—we must stimulate both the library world and the people of this country to take libraries seriously as reliable, available, equitable, and energetic suppliers of information.

What we need is a White House Conference on Libraries with all the national prestige, local and State spinoff, and lasting value that device can offer. White House conferences on other subjects have resulted in quantum jumps in public interest and concern.

Let me use but one example with which I am familiar: the 1971 Conference on Aging. That meeting, with its revelations about the problems of the elderly, its confrontations over solutions for problems, and its useful publications, is still having repercussions throughout the Nation. In my own community, we started a Senior Citizen Commission, basing its description and service pattern on publications from the Conference. We were jolted into action by the Conference, and then assisted to make up for lost time.

This element of State and local spinoff is important. White House conferences are preceded, and followed, by local and State conferences which help to identify area needs and force local and State committees to think about solutions to their problems. These conferences are successful and productive precisely because they are part of the ammunition for a national conference. Nothing beats being in the public spotlight when the goal is to illuminate problems, generate positive positions, and energize for action. You may be sure that the prospect of a national conference will prod the States and localities to sharpen their awareness of the need for library service and of the kind of library services they should expect and support.

A White House Conference on Libraries, which would be planned by the National Commission on Libraries and Information Science, would push us over the threshold on which we now stand. We are on the verge of solving the problems of getting library services to the almost 15 million Americans now unserved by any library and the millions more served only inadequately. A White House Conference would focus our energies on this largest of problems. We know that libraries are central to education: Self-education, formal education through high school, higher education, continued adult education. A White House conference would demand that all types of libraries form the networks necessary to reach and assist all our citizens whose learning becomes a livelihood.

We know that libraries are holding great wealths of information. A White House Conference will teach us how to share that wealth through technology and cooperation.

We know that libraries need to reach more people. A White House conference will involve representatives of the potential users, who will help us to give direction to future library development, to innovation, to new services, and to traditional services delivered with more imagination and saturation. We know that libraries are a major resource—to individuals seeking individual help that comes from books and other materials and from the understanding of librarians of how to reach out and serve.

We know that coping with this world and the changes which assault us is tied to the availability of an institution which cares about the individual. Libraries do care and do stand ready. A White House Con-

ference will show the public how to tap this resource and libraries how to plan and work for more opportunities to use their special approach. I stress very deliberately that libraries are among a very few institutions which treat users as individuals and attempt to meet unique individual needs.

To reassess the value of our libraries and to make them more responsive to the needs of all Americans, we do indeed need the stimulus of a national event where representatives of many fields and many walks of life can be critical, can make demands, can participate in planning and can learn. Such a conference can strengthen our libraries—not to stand still, but rather to gird for extra effort and new directions.

I will admit to you that libraries have not always been aggressive about themselves and their services. They have been reticent and thus prey to those who would assign them a low priority. This has happened even at the national level.

I would ask for a White House Conference to help libraries turn themselves around. I would suggest that libraries need the mirror of such a conference to see the full range of their own potential, to develop greater pride of achievement, to shake and be shaken.

White House conferences of the past have been efforts to pick up time, to overcome barriers and to accelerate planning and action in problem areas. I believe that libraries, more than any other institutions, cut across all the problem areas which face you in your deliberations in the U.S. Congress. A White House Conference will force libraries and the public to confront their mission and to develop for the years onward from 1976 a national priority and plan for library service.

Thank you, Mr. Chairman, and members of the subcommittee, for this opportunity to present testimony on behalf of the American Library Association.

Senator PELL. Thank you very much indeed. I would like to hear from Mr. Holley now, if I may, please.

Mr. HOLLEY. My name is Edward G. Holley. I am vice president and president-elect of the American Library Association, a nonprofit educational organization of about 30,000 librarians, library trustees, and other citizens who are committed to the advancement of library service to all the people.

Founded in 1876, the association is the oldest and largest national library association in the world. Its concern spans all types of libraries: State, public, school and academic libraries, special libraries serving persons in Government, commerce and industry, the arts, the armed services, hospitals, prisons, and other institutions.

As a librarian and as a representative of the association I am happy to appear before this committee of the Senate to endorse Senate Joint Resolution 40 which authorizes and requests the President to call a White House Conference on Library and Information Services during the Nation's bicentennial year, 1976. Our association has already gone on record officially in support of such a conference with prior conferences in every State and territory involving not only the professional library community, but also the lay leadership from all types of libraries.

I would like to submit for the record a copy of that resolution.

[The information referred to follows:]

White House Conference on Libraries Resolution

WHEREAS, the American public has a greater need for knowledge and for access to information than in any previous time in history;

WHEREAS, only a network of public, school, academic and special libraries can provide information services to the total population;

WHEREAS, the American Library Association and its colleagues and affiliates possess the leadership to communicate to the American public the uses and potential of library services;

WHEREAS, only national attention to the welfare of libraries and the growth and development of their services can produce the needed wide base of support for all kinds of libraries;

WHEREAS, the National Commission on Libraries is now in being and its recommendations merit nationwide consideration;

THEREFORE, BE IT RESOLVED: that the American Library Association call upon the President and the Congress to call a White House Conference on Libraries in the year 1974;

BE IT FURTHER RESOLVED: that said Conference be based upon conferences in every state and territory which involve the lay leadership of the states' communities and the library leadership from their libraries of all types;

BE IT FURTHER RESOLVED: that the American Library Association offer its full cooperation in the planning of a White House Conference on Libraries.

Adopted by the Council of the
American Library Association
Chicago, January 28, 1972

* * *

Mr. HOLLEY. This citizen participation seems particularly valuable since the citizens are the ones who benefit from the resources and services libraries offer.

Mr. Chairman, in the library profession we have often told each other, and we have tried to tell our public, that libraries are a national resource, that they are essential to the knowledge and well-being of an increasingly sophisticated technological society, and that they are in the best tradition of our American heritage. Libraries have long been in the forefront of those institutions of society which provided the information needed by the public to improve their skills, to educate themselves, and also to relax from the cares and anxieties of the workday world.

Recently in a speech for the Indianapolis Public Library centennial celebration I pointed out that the public libraries in this country have traditionally served all segments of the community well, from the underprivileged, to the immigrant, to the workingman and workingwoman, to the researcher, and the affluent of American society.

Often with inadequate resources the librarians have nonetheless sought out the citizen in need of library services and have provided him with materials both for his enlightenment and pleasure. A notable example of such seeking is the Library Services and Construction Act which first aimed at bringing library resources and services to our rural population and was later broadened to include urban areas as well. Even the critics of the continuation of Federal support for libraries admit that LSCA's attempt to extend library services to all the American people has been highly successful.

In collecting material for my Indianapolis speech I was particularly taken with a statement of historian C. H. Cramer in his history of the Cleveland Public Library, "Open Shelves and Open Minds":

> It is both ironic and logical that in times of drastic business decline, when people are unemployed and in a state of psychological and economic depression, they turn to the free services of the library. Some read and studied for potential future jobs as good or better than the ones they had lost; others cultivated absorbing and inexpensive hobbies. Many read because they were confronted with an overabundance of involuntary leisure and no money.
>
> In books they found satisfactory entertainment that furnished some release from worry. In making available this "breadline of the spirit" libraries constituted one of the major relief agencies during the dark days of the depression. They performed a remarkable public welfare service in a period of deep financial distress. They also helped in supplying some antidote for the radicalism and discontent that accompanied every period of unemployment and depression.

This statement was no less true of Cleveland than it was of Indianapolis, of Chicago, of the Enoch Pratt Free Library in Baltimore, Providence, or indeed of most of the major public libraries in the country.

Luther Dickerson, Indianapolis' librarian during the depression and most of the years of World War II, closed his period of service in 1944 by commenting upon the democratic philosophy for which the public libraries in this country have always stood—service to all citizens:

"This public library seeks to be universal in its utility and its appeal. Except insofar as it adapts its wares to its users, its service is absolutely impersonal. It asks no question except 'How can we help you?'

In its service it recognizes no race, no faith, no economic level, and no social position; those of every level of education and those of every degree of economic dependency or independency are served without discrimination and to the extent that they desire assistance and guidance." (*An American Public Library*, p. 5.)

There are not many librarians in whatever kind of library, whether school, public, academic, or special, who would disagree with those sentiments. As a profession we take considerable pride in the fact that librarians have been continually in the forefront of the battles for the public's right to know, for the citizen's access to information, and for provision of materials which will make the "conscientious citizen more alert, and aid him in becoming a better citizen."

Moreover, I might add, Mr. Chairman, that never in the history of the republic have our citizens had a greater need for the materials which libraries supply, for our complex and frustrated society very much needs access to accurate, thorough, and up-to-date information on matters as diverse as the political process and the environment, to childhood education and old age. As my colleague, Edmon Low, has noted, it was "a growing recognition and acceptance of the idea that a better informed electorate was highly desirable" that led to much of the earlier Federal legislation in behalf of libraries, the appropriations for which unfortunately have suffered a significant decline in recent years.

Although librarians and their trustee friends, plus some of the libraries' most dedicated users, are well aware of these facts, there seems to be a lack of understanding of or appreciation for the importance of libraries in our democratic society. Perhaps in our zeal to improve and extend library service we librarians have too often neglected to keep the citizen informed of the essential nature of those services.

For what libraries need now most of all is not pious rhetoric about the importance of books and reading, but as you have suggested, Mr. Chairman, "a concerted effort, with Federal support for State and local activities designed to further their development and improve their services."

For that reason a White House Conference on Libraries in the year of the Nation's bicentennial, which is also the centennial of the American Library Association, would offer a superb opportunity to focus attention on the contributions of libraries to our society, on the need for better access to information in line with traditional concepts of our heritage, and to enlist the aid of our fellow citizens in support of constructive new programs.

After the expansion of library programs in the sixties, with the solid support of the Congress, a national presidential commission under the chairmanship of the distinguished president of Duke University, Dr. Douglas M. Knight, made an extensive study of library and informational services. Their major concern was that "every individual in our society be provided with library and informational services adequate to his current and emerging needs."

The commission's report represents a major examination and reexamination of library needs, but unfortunately their recommendations did not receive the attention they deserved. There was no national or

even State forum where these recommendations could be discussed, the National Commission on Libraries and Information Science was slow in getting underway, and the valuable data collected by the presidential commission has received little attention except from students in our library schools.

This is particularly true of the major questions raised about the Federal Government's role in library matters. Yet serious discussion of Dr. Richard H. Leach's paper on the Federal Government's involvement with libraries is very much needed at this time. I request that this paper be made a part of the record at this point, Mr. Chairman. There is general agreement that the Federal Government has a responsibility to see that information and knowledge in the Nation's libraries are made available to the American public, but there has been no agreement on the development of some sort of comprehensive Federal policy for libraries. As Professor Leach noted:

> No one, however, wishes to see a monolithic approach taken by the Federal Government. Local and private libraries must continue to have a large role to play in the achievement of overall library objectives. The kind of solution being suggested more and more frequently for the library problem involves bringing all the parties involved in library service together under Federal leadership and with Federal support for the most effective operation of each (*Libraries at Large: The Resources Book Based on the Materials of the National Advisory Commission on Libraries*, 1969, p. 378.

As I understand S.J. Res. 40, this is precisely its intention: to bring together not only at the national level but also within each state and territory those interested citizens who can discuss such major policy matters and arrive at the national view regarding the further development of libraries and information services, including their coordination and their joint use of the newer and expensive technology.

Certainly one of the fundamental problems facing major research libraries, whether public or private, is how they can continue to serve the needs of users who are not really their own constituents. Some university libraries have estimated that they are spending over $100,000 per year in sharing their unique resources, which are really national resources, with the noncampus community. Recognizing the benefits such research libraries confer upon the Nation, what policies should be instituted which will enable them to continue to serve a national audience without exhausting their own limited resources to the detriment of their on-campus users? Is there not a Federal role here which has up to this point not been recognized? These are questions which should be discussed and debated in a national forum which focuses on the library's role in our national life.

A similar problem faces many of the Nation's urban libraries today. A recent report by the Urban Library Trustees Council shows that public libraries in major urban centers often serve as resource centers for a large area without regard to jurisdictional distinctions. The Chicago Public Library, for example, has reported that 25 percent of its central library users do not live in Chicago; 38 percent of the use of the Detroit Public Library is by nonresidents; 20 percent of those who use the Enoch Pratt Free Library in Baltimore live outside the city, and 12.7 percent of users of the central library in San Francisco live outside the city.

> It is becoming increasingly clear—

The report goes on to state—

> that legal boundaries have become meaningless dividing lines as far as public library service is concerned. [Urban Library Trustees Council "Better Libraries Create Better Cities," 1972, pp. 23–24.]

There are those who question the effectiveness of such proposed conferences as an unnecessary waste of the public's time and energy. Yet much of the progress which was made in a number of areas, including education and the aging, resulted from previous White House conferences. As Dr. Charles A. Quattlebaum noted in his study of "Federal Education Policies, Program, and Proposals" (1968), the White House Conference on Education in 1955 carried out President Eisenhower's plans "for an unprecedented citizen study of educational needs and problems."

This wise decision to involve the Governors in preliminary conferences in their own States and territories, focused attention on education across the country in a way which would scarcely have been possible through any other forum. Much of the subsequent legislation and citizen support of it stem from numerous comments and recommendations of the State and territorial conferences as well as, those of the culminating White House Conference itself.

Although we have not yet resolved all of the issues concerning the Federal, State, and local role in education, the extensive studies and deliberations resulting from the Conference have focused attention on those issues, and many of their "recommendations are still applicable to the present conduct of Federal educational activities." I am impressed with Dr. Quattlebaum's observation that—

> Concerning some components of the broad question as to what the Federal Government should or should not do in educational matters, expressions of opinion from a majority of these groups (i.e., ad hoc advisory commissions) have been in impressive agreement.

Mr. Chairman, it is the testimony of those who were involved with a number of Governors' conferences on libraries in the mid-sixties that these conferences provided an effective mechanism for educating the general public to the value of libraries and the need for their more effective support. With libraries currently under the twin pressures of inflationary costs and diminishing resources at a time when demand for both old and new services continues to rise, I am personally convinced that a White House Conference on Libraries will evoke renewed appreciation for and support of their programs.

The involvement of a broad segment of the public through State conferences, national institutions and agencies, and the final culmination in the White House Conference itself in 1976, which marks the centennial of organized library effort in this country as well as the Bicentennial of our country, would launch our Nation's libraries on another century of service with public understanding that they are a national resource. Along that line, I could not find a better conclusion to my testimony in support of this joint resolution than Dr. Knight's concluding remarks in his preface to "Libraries at Large":

> Everyone has his own solution for the ills of our time—argument, legislation, violence, fond attempts to recover a past that never really existed. In these pages we raise the quiet voice of the original National Advisory Commission on Libraries for understanding, learning, action based on judgment, and the creation of new institutions firmly based in the best of what we have. This is

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the challenge to libraries—that they play an active role in creating a society which is humane but not merely genteel, stable but not merely conventional. As they do so, they will establish the same pattern for themselves; and so they will became fully a part of the society they strengthen (p. XI).

By focusing on these matters through a White House Conference on Libraries, we trust that libraries and librarians will enter their second century with the support of all citizens for accomplishing these goals in the Nation's service. In conclusion, Mr. Chairman, we urge early enactment of Senate Joint Resolution 40, so there will be sufficient time to plan for this important event.

Thank you for this opportunity to present testimony on behalf of the American Library Association in support of the proposed White House Conference on Library and Information Services.

Senator PELL. Thank you very much for your testimony.

The point you made about bringing the problem of the libraries to the attention of the public is interesting, because I think we have today a marvelous example. This hearing is well attended by the representatives of the library professions; however, not a single member of the press is interested enough in the problem of the libraries to show up. This lack of interest is shown by the press tables being undisturbed by any members of the working press coming today. This is a situation that perhaps this conference could alter a bit. The country would be made more aware of the services of the libraries. What the communities can do, how the libraries can be more integrated into the life of the community.

Mr. HOLLEY. It seems to me, Mr. Chairman, this is one of our fundamental problems, as Ms. Ihrig indicated, that we have not gotten the message out to the public in the way we need to, that libraries are essential to our society and that they are very important benefits for the citizen in their continuing support and development. I think you are quite right that the low priority is indicated by the fact that we do not have significant segments of the press here today.

Senator PELL. It is not that we do not have a significant segment; we do not have any segment.

I would agree with you, I think this would be one of the beneficial results from such a conference. What are the other benefits that you think might ensue from such a conference?

Mr. HOLLEY. I think that as we have been talking here and as I have listened to the other testimony, a most important benefit would be discussion of the Federal policy in relation to libraries. I know that you have been concerned with this, Mr. Chairman, in relationship to the Federal policy in relation to education. What is the role of the Federal Government in libraries? So very possibly the people in this room and yourself and a few other legislators could get together, and

That has not been the democratic process, however, as it has worked in this country, and it seems to me to focus on this particular issue, with the public at large in the various States and territories, and then culminate this in the national conference that we might be able to see what kind of role it is that the Federal Government ought to play.

I would hope we would focus on the policy issue because what libraries are going to need in the future is some guidance as to where their respective publics lie and to whom they can look for leadership and for guidance. I would hope that out of all of the discussions that

we have—and 1976 seems an entirely appropriate year for this, the year of the Bicentennial in which we are focusing on the traditions of America, with the public's access to information, the public's right to know and the like—that this tremendously important thing would come out of these conferences: the Federal role as well as the State and local roles in library development.

Senator PELL. Do either of you have any thoughts with regard to the authorization level for the conference, how much money it would cost, and how it should be handled on the State level?

Mr. HOLLEY. I notice that for the Conference on Aging, their original bill called for $1,900,000, and I am aware that eventually that conference cost more than that. There was a supplemental appropriations bill, if I remember correctly.

Senator PELL. I am afraid everybody ages, but not everybody reads books.

Mr. HOLLEY. That may very well be true, Mr. Chairman. I have no idea, but in terms of the inflationary cost, in the cycle that we seem to be in, I would doubt that we are going to be able to have a conference for any less money, and I would hope we would not take the cheap route. If we are serious about this and we are going to involve large numbers of people and we are really going to get the citizen participation, I would hope we would do it so that this would make an impact and we would not try to do it as cheaply as possible just to get by.

If we do that, I think libraries will continue to have the same priority on the scale they currently have, which as you have already suggested is very low.

Senator PELL. Do you see any other departments of government getting involved?

Mr. HOLLEY. Well, I guess I am a little concerned about the earlier question of the National Endowment for the Humanities, not because I do not recognize their strong interest in this, but I think we must not forget the scientific community. The National Science Foundation was mentioned as an obvious choice. I think we ought not to forget the Department of Defense and some other segments of Government where information services have been developed to a rather high level, and I think that they ought to have an interest in this program, as well as the normal agencies we think about, the Library of Congress, the National Library of Medicine, and so forth.

Senator PELL. Is anybody in the room representing the Library of Congress? No, well, I see a very important role for them and would want to weave them into it.

Going back to this question as to how the States could participate more, what is your own view? Do you think there ought to be a general pattern that most of the States would follow, or do you think it ought to be a helter-skelter arrangement with each State doing its own thing? I am rather inclined to the helter-skelter arrangement, while Dr. Burkhardt thinks it should be a more orderly arrangement.

Mr. HOLLEY. Mr. Chairman, I have now lived in four or five States in the course of my career, and if there is anything very clear, it is that these States have a lot of things in common, but they have a good many things, including libraries, which do not operate in terms of a national monolithic plan.

I have, let me say, also been involved in one conference, a Governor's conference in Texas which occurred in the midsixties, and I think we would be unwise to do more than suggest to the States some of the issues they should raise in their conferences. I would prefer that each State determine its own priorities and its own needs and then the people at the national level can take all of these documents and say what are the common strains that run through them. What are the things that we can address at a national level and what are things that each State, Texas, Illinois, Tennessee, can do on its own level? And that would certainly be my preference.

Senator PELL. I thank you very much. Ms. Ihrig, do you have anything more to add?

Ms. IHRIG. I was thinking about your remark about the fact that not everyone reads books, and I think this points to the need for such a conference in that libraries do in fact reach a very large number of people across the board in terms of age, and status, and so on, and that one of our problems is clearly to make it absolutely clear that these resources are available to all people, not just the book resources, but also the other kinds of library materials.

Increasingly, as you know from your past support of libraries, we are dealing in services which are not necessarily connected to the printed word nor even to any kind of material that can be handled, and this is an area in which we have a great deal to offer.

In my own community, which I mention, naturally being close to it, we are providing broad informational services to people, which does not imply that you have to come to the library and take out a book, but you can ask a variety of services not related to the printed material.

Senator PELL. What services?

Ms. IHRIG. We consider ourselves a complete information service for the community. If you need a piece of information about where to go for help, you can get it from the library. If you need to know about your social security payment that did not come or welfare payment that did not arrive, or how to fight city hall, the library will turn you in the direction where to go, whom to contact and what kind of questions to ask. This extends to even the location of, for example, mental health services, even physical health services.

This is new, and many libraries have been doing it across the country, and it is new to my community and working very successfully.

Senator PELL. It is also the kind of work a good Congressman or Senator has his home office for.

Ms. IHRIG. We do refer to the Congressman's or Senator's home office——

Senator PELL. I would hope it is vice versa.

Ms. IHRIG. We hope for reciprocity.

Senator PELL. With regard to reading of books, while services are great, I guess I am old fashioned or whatever it is and I really believe in greater emphasis on the books. In my State, a third of the people over 30 years of age have not finished high school, so books of certain complexity are difficult for many of my people. In addition to that, you have television which has turned people away from books.

I believe there were better than 100,000 books published last year, however the circulation of our books and the printing of books is really rather low, compared to other nations such as Great Britain and Russia. I would hope you would not be too distracted by providing services and would keep the emphasis on books.

Ms IHRIG. I think none of us want to restrict emphasis on books. We would like to encourage greater use of books. Sometimes services lead to the use of materials and we try all kinds of ways to get people to recognize the resource value of libraries. I think such a conference at the national level would go a long way toward explaining to people what they can find in libraries.

Senator PELL. I would hope also we could crank into this conference the experiences of other nations, so that we could benefit by their successes and their failures.

Ms. IHRIG. I think I can probably safely say that the American Library Association, which reaches out to the International Federation of Library Associations, would be useful in this regard, and I offer the complete cooperation of that association.

Senator PELL. In this regard actually Ms. Cooke of the library association has been a great help to this subcommittee.

I thank you both very much indeed.

[The following was subsequently supplied for the record by Eileen Cooke, director, Washington office, American Library Association:]

A. A BROAD LOOK AT THE FEDERAL GOVERNMENT AND LIBRARIES[1]

by RICHARD H. LEACH
Professor of Political Science
Duke University

The title of this paper may seem to imply two things: that the Federal Government has a clearly articulated policy regarding libraries and its relations with them and that the Federal Government is somehow monolithic, capable of acting with regard to libraries or anything else as a unit, with a single, across-the-board approach. It should be made clear at the outset that neither implication is correct. The Federal Government is active in many ways in connection with libraries, but there is no detailed, comprehensive Federal library policy to date. And with regard to libraries as to most of the other subjects with which it deals, the Federal Government speaks with many voices. There is no single spokesman for library interests in the Federal Government, and in many parts of the Federal establishment there is neither deep interest in nor fundamental concern about libraries. Nevertheless, the subject is a valid one for investigation, if only because of the large amount of Federal funds that has been and is being spent for library and library-related purposes and because, in this increasingly technical age, government itself, like every other aspect of American society, is increasingly dependent for the success of its mission upon the kind of services and functions libraries perform.

THE BACKGROUND

The Federal Government's involvement with libraries developed slowly and spottily. Although as early as 1800 Congress established the Library of Congress in the new capital city of Washington to remedy the deficiency in reference and other needed resources as far as legislative purposes were concerned, it was many years before any other action was taken in the library area. When it was taken, it was not the result of careful thought and study; rather, it resulted from the successful exertion of pressure by interested groups on the one hand and by default on the other, as library needs, not being met in any other way, gradually came to be included in departmental and agency planning. By 1968, in addition to the Library of Congress, a separate National Library of Medicine had been created, a National Agricultural Library had developed in the Department of Agriculture, and less well-known libraries had been established in most of the other Federal departments and in many independent agencies. Funds had been appropriated for libraries to serve residents of the District of Columbia and the terri-

[1] *From* The Federal Government and Libraries, *one of the special studies commissioned by the National Advisory Commission on Libraries in 1967. This paper is the most comprehensive of four comprising the entire study, which was conducted by a task force coordinated by R. Taylor Cole, Provost, Duke University. The author acknowledges that a good many people were generous of their time and suggestions during the preparation of the paper, among whom must be specially mentioned: J. Lee Westrate, Bureau of the Budget; Verner W. Clapp, formerly President, Council on Library Resources, Inc.; Paul Howard, Secretary, Federal Library Committee; Germaine Krettek, Associate Executive Director, American Library Association, and her staff in the Washington office; and James Skipper, Associate Librarian, Princeton University.*

tories, as well as for library units on military posts and bases and in Government institutions, thus bringing service to hundreds of thousands of members of the armed forces and residents in a large number of hospitals, penitentiaries, and reformatories.

Without exaggeration, it can be said that the Federal Government's library services, taken together, make the Government the largest library agency in the United States, if not in the world. As each library developed, it did so largely independently of any others, however, and to this day no single complete or detailed inventory of all Federal library facilities has ever been made. Paul Howard, Executive Secretary of the Federal Library Committee, estimates the number at between 2,000 and 2,500, broken down into the three national libraries, some 600 departmental and agency libraries, and possibly as many as 2,000 libraries scattered around United States Government posts and outposts throughout the world.

Prior to World War II, the Federal Government did not go much beyond establishing libraries of its own (or permitting them to be established without specific authorization therefor). The Smithsonian Institution early emphasized the development of a library collection. The Office of Education, which had been created in 1862, evinced some concern about libraries in 1876, when it published a comprehensive library survey. It continued to collect library statistics from that time on, but it did not do much more than that about libraries until 1938, when, on the basis of a 1936 Congressional authorization to do so, it created a small Library Services Division within its organization. For some time before the creation of that division, the Office of Education had employed a school libraries specialist (who was not a professional librarian) and later on other specialists were added. Even so, the Library Services Division continued to be oriented toward public libraries. It functioned largely as a study and investigatory unit, and it remained small (about four professional people) and was concerned largely with the collection of statistics.

It was not until 1956 that a combination of pressures resulted in the passage by Congress of the Library Services Act of 1956, which inaugurated, at a very low level to be sure, Federal aid to states for the development and expansion of public libraries in rural areas. That Act was subsequently renewed and in 1964 expanded to include urban libraries as well as construction. In 1966, it was expanded to include interlibrary coordination and library services to institutions and to the visually handicapped. The law is currently in force until 1971 and at a considerably expanded level of support.

Once the avenue of Federal aid to libraries began to be developed, it was probably inevitable that attempts should be made to broaden it further. Library legislation was popular in Congress. Educators, civic leaders, members of the general public, librarians under the leadership of the American Library Association, and other book interests were able not only to secure the passage by Congress of the Library Services and Construction Act, but also to get Congress to include libraries in the provisions of the Higher Education Facilities Act, the Higher Education Act of 1965, and the Elementary and Secondary Education Act of 1965, and to pass a number of other acts wholly or in part concerned with providing assistance to libraries and librarians. (See the list later in this paper under the heading "Recent Library-Aid Legislation." Also see appendix E.)

By 1968, Federal interest in libraries had come to be twofold. There were a great many Federal libraries in operation, among them the immensely prestigious Library of Congress, the National Agricultural Library, and the National Library of Medicine, and there was an extensive Federal aid to libraries program, which it seems likely will be continued into the indefinite future, as more and more studies indicate gaps in personnel, facilities, and holdings which still have to be bridged if American libraries are to provide the kind of help to the nation they ought to furnish.

In response to a growing awareness of the unrelated kinds of Federal activities which had developed in the library field, and concerned about the economics of the situation, President Lyndon B. Johnson appointed the National Advisory Commission on

Libraries in September 1966 and asked it, among other things, to look into whether the Federal Government's actions in the library field were as well coordinated as they might be and whether the taxpayers were getting the most that could be obtained for each Federal dollar spent in the library field. The President's action was the first concrete evidence of the desirability of the development of an overall Federal library policy.[2] It thus marked the beginning of a new—and third—kind of Federal activity in the library field.

The purpose of this paper is to inquire into the three areas of Federal concern with libraries: (1) the Federal Government's own libraries and related activities, (2) Federal aid to libraries outside the Federal establishment, and (3) the factors involved in the development of a Federal library policy—with an eye to providing the essential facts of the situation in all three areas and to suggesting possible areas of action in the years ahead. As far as this writer can discern, this is the first such attempt to have been made.[3]

Although the title of this section of chapter 8 is "A Broad Look at the Federal Government and Libraries," it is primarily concerned with the Federal library picture from the Executive side of the fence. Other papers in the four-part study commissioned by the National Advisory Commission on Libraries are devoted to some organizational alternatives in the Government's involvement with libraries (see section B of this chapter), to the international dimension of the problem (see appendix F–1), and to the impact of the total Federal library program on the states (see chapter 9, section B). The partial omission of these areas from this paper should thus not be regarded as a failure on the author's part to recognize the central importance of other aspects to a full understanding of the picture.[4] Table 8A–1, which appears here, summarizes the task force consensus on the basis of all the component studies.

FEDERAL LIBRARIES: THE NATIONAL LIBRARIES

THE LIBRARY OF CONGRESS (LC)

By an act of Congress approved April 24, 1800, an appropriation of $5,000 was made "for the purchase of such books as may be necessary for the use of Congress." Two years later a Librarian was authorized to take charge of the Library. Subsequently, a law library was required to be established within the Library of Congress, and much later a Legislative Reference Service was created to give direct and specific aid to members of Congress in the performance of their legislative duties. In 1866 the library of the Smithsonian Institution was transferred to the Library of Congress, and in 1870, the administration of the Copyright Act was entrusted to the Library. In 1897, upon the

2 *The President's action was the culmination of some three years of development involving a good many different people and agencies. It is hard to assign responsibility therefor, but the American Library Association, the Bureau of the Budget, the Office of Science and Technology, and the Office of Education all made contributions to it. The idea was discussed in the White House in 1963.*

3 *Reference should be made, however, to* Carleton B. Joeckel, Library Services. Prepared for the President's Advisory Commission on Education. Staff Study No. 11. (*Washington, D. C.: 1938*); *Study Committee on Federal Responsibility in the Field of Education, Commission on Intergovernmental Relations,* Federal Responsibility in the Field of Education (*Washington, D. C.: 1955*); *Winifred Ladley, ed., Allerton Park Institute Number 13,* Federal Legislation for Libraries, *paper presented at an Institute conducted by the University of Illinois Graduate School of Library Science, November 6–9, 1966* (*Champaign, Illinois: 1967*); *and U. S. Office of Education,* Federal Education Agency for the Future: Report of the Committee on Mission and Organization of the U. S. Office of Education (*Washington, D. C.: 1961*).

4 *These areas have been the subject of little prior study. The story of the impact on state and local governments of the Library Services Act is told in part in the final chapters of Hawthorne Daniel,* Public Libraries for Everyone (*Garden City, New York: 1961*), *and in Mary Helen Mahar, "The Role of the Federal Government in School-Library Development," in Sara Innis Fenwick, ed.,* New Definitions of School-Library Service (*Chicago: 1960*), *pp. 54–62.*

occupation of the then new main building of the Library of Congress, the basic law providing for the Library was rewritten to provide (1) that the Librarian be appointed not by the President solely, as had been the case up to then, but by the President with the advice and consent of the Senate, and (2) that the Librarian have the power both to appoint staff members on the basis of merit and to make all "rules and regulations for the government of the Library" which he felt to be necessary.

There are only a few other statutory requirements regarding the Library,[5] the most important of which are probably the numerous declarations by Congress that the facilities for study and research offered by the Library should be accessible to all duly qualified investigators, individuals, and students and graduates of colleges and universities, subject only to the rules and regulations set down by the Librarian. By and large, the Library is free to operate as it wishes, within the possibilities of appropriations to it and other funding it receives, and quite independently of other units of the Government and of other libraries as well. To be sure, Congress created at almost the same time it established the Library itself the Joint Committee on the Library, thus making it the oldest Congressional committee in continuous use, and over the years the Committee has exerted considerable influence on the Library. But for the most part, the Library has not been unduly restricted or subjected to the limitations of bureaucracy and red tape which are so often alleged to be the inevitable accompaniments of Governmental activity. Rather, the Library early developed a profound sense of professionalism and became recognized as the most important and the leading library in the country.

Only a few statistics need be mentioned to demonstrate its central position in the American library scene. As of June 30, 1968, its collection numbered 58,463,358 pieces, as compared to the total in 1962 of 41,879,900 items and the 1950 total of 27,382,000 items, making it the world's largest library. During fiscal 1968, over 2,453,440 items were brought from the shelves for the use of readers in the Library; 96,743 pieces were lent for Congressional use (except for members of Congress and for interlibrary loan, books in the collection of the Library of Congress are not made available for outside use); 974,777 reference inquiries were received by the Library; 78,767,377 catalog cards were sold; 303,451 copyrights were registered; and the Legislative Reference Service handled 131,558 requests from members of Congress and Congressional committees.

But more than the magnitude of its operations gives the Library its national standing, for that derives primarily from the fact that the Library has undertaken to perform many of the services and functions which are normally performed by a country's national library. Perhaps the most succinct description of the functions of national libraries is given in the study by K. W. Humphreys, Librarian of the University of Birmingham, in the *UNESCO Bulletin for Libraries*, July–August, 1966.[6] Mr. Humphreys listed the following:

Fundamental functions of a national library

Provides the outstanding general collection of the nation's literature, broadly defined to include books, manuscripts, memorabilia, maps, music scores, periodicals, films, etc.

[5] *Among the statutory requirements: a Library of Congress Trust Fund Board was created to accept, receive, hold, invest and administer gifts and bequests to the Library; unexpended balances of funds appropriated for the Library are to be "laid out" under the direction of the Joint Committee on the Library; books for the law library are to be purchased "under the direction of and pursuant to the catalogue furnished [the Librarian] by the Chief Justice of the Supreme Court"; the law library is to be open every day while Congress is in session; the Librarian of Congress is to give a $20,000 bond as a surety upon assuming office. The most generally worded statement among the declarations by Congress was contained in Joint Resolution No. 8, 52nd Congress, 1st Session, 27 Stat. 395.*

[6] *Vol. 20, No. 4, pp. 158–69. For a longer and more particularized list of national functions as performed by the Library of Congress, see the list compiled by the Librarian of Congress, L. Quincy Mumford, in* Annual Report of the Librarian of Congress for the Fiscal Year Ending June 30, 1962 *(Washington, D.C.: 1963), Appendix I, p. 97. See also chapter 10 in the present volume.*

Serves as the central dépôt legal of the nation to ensure systematic collections of all published material in that nation
Provides as full coverage of foreign literature as possible through some systematic method of acquisition
Publishes a current national bibliography and a union list of periodical holdings
Serves as a national bibliographical information center
Publishes catalogues of the contents of the library
Exhibits its collections for the information and benefit of the people as a whole

Desirable functions of a national library
Maintains a system of interlibrary loans
Maintains a manuscript section
Conducts research into library techniques

Functions of national library service not essentially functions of the national library
Conducts an international book exchange service
Provides special library services for the blind
Offers opportunities for training in library service
Provides assistance to other libraries in services and techniques

Although this is not the place to match each of these functions with a description of what the Library of Congress does in that area, it is clear that the Library does in fact perform most of them and that it has done so over a considerable period of time. Indeed, Mr. Humphreys uses the Library of Congress as an example of a national library in describing the kinds of activities undertaken under several of the headings, and the general understanding in the nation is that it is *the* National Library. The Library refers to and conceives of itself that way, and it is increasingly customary for others to do so as well. (The Library of Congress speaks for itself on its potentialities for service in chapter 10.)

Problems and Limitations

Even so, the Library of Congress does not in fact occupy the national library position. It does not for two main reasons: (1) certain limitations in its own operations hold it back from full occupancy of the position, and (2) the Library of Congress must share the role with two other libraries designated as national libraries. With regard to the first point, Mr. Humphreys, whose work was referred to earlier, concludes his essay with a paragraph on library planning, in which he declares that "The national library should be the prime mover in library matters and should be expected to be the leading library in all fields."

> The national librarian, too, should play a central role in all systematic planning of a country's library services . . . [and should] see the country's library system as a whole and the relationship of the national library to it, thus ensuring that the various strands in the organization continue to form a golden chain of responsibility for service, from the smallest to the largest library and from the richest to the poorest.

Although for 30 years between 1899 and 1930 under Librarian Herbert Putnam and again for a short while between 1939 and 1945 under Archibald MacLeish, there was no doubt of the Library's leadership in American library affairs, there was an unfortunate hiatus in leadership immediately after the war which the present Librarian has only recently been able to bridge over. The full story is too long to tell here, but there is no doubt that when the present Librarian took over in 1954, the Library was in relatively difficult straits. The previous Librarian had become interested in activities outside the Library, some of them of a controversial nature, and by his actions had alienated Congress. As a result, Congress had severely cut the Library's budget, thus producing a greater than usual personnel shortage; there were a number of "serious backlogs of years' standing, in some of the basic but behind-the-scenes operations of the institution"; the deficiencies in acquisitions occasioned by World War II had not yet

been fully made up, and at the very same time the production of books and library materials had begun to increase in geometrical proportions.[7] The Librarian recognized the problem in his 1962 annual report:[8]

> The Library of Congress has not abrogated its leadership in the library world. It has been necessary, however, for it to concentrate on strengthening its own collections and services during the past several years—to put its own house in better order. To have neglected to do this would be a great disservice to the library and scholarly communities, because so central is the Library of Congress to the library economy and research efforts of the country that, to the extent that the institution is weak, the whole fabric of library service is weakened. Every institution must go through such periods of catching up, of shoring up its operations.

Not only has the Library thus been faced in recent years with the primary necessity of shoring up its operations, detracting from the possibilities of national library leadership, it has also had to rebuild relations with Congress. Reference to the hearings on the Library's 1953 and 1954 appropriations is enough to demonstrate how much Congressional distrust of the Library of Congress had been built up. The new Librarian's achievements in overcoming that distrust have been outstanding, but the result of this forced attention to Congress was to hinder him for a good while from even thinking of extending his activities beyond the Library itself.

Even though Congress no longer is alienated from the Library, it does not support it at a level to permit the full exercise of national library leadership. Although it has been willing to increase appropriations to the Library over the years—thus the appropriations for FY 1967 amounted to $31,471,000; FY 1968, $37,141,400; and FY 1969, $40,638,800—it has not responded with either the amounts requested by the Librarian (his request for FY 1969, for example, was $43,147,000) or needed to permit the Library to move as rapidly as it might to meet the range of demands placed upon it. Given the economic situation in recent years, some increase in appropriations is necessary to permit the Library—or any Governmental activity—merely to maintain current levels of service. Though it cannot be argued successfully that Congress discriminates against the Library of Congress in its appropriations procedures, it being widely understood that Congress generally fails to award an agency its full budgetary request, a strong case can be made not only for increases in the Library's budget to sustain current programs, but also for increases to support new and experimental programs in automation and preservation which are essential if the Library is to offer the nation the kind of leadership Mr. Humphreys describes.

Moreover, as the Librarian has pointed out time after time in hearings on the Library's budget and in his annual reports, the Library is severely cramped for space. In the Librarian's words, the Library's mission has for too long been subject to "the unfortunate circumscribing effects [of] lack of space."[9] Although Congress has been willing to appropriate funds for rental space, a permanent solution to the space problem will not be found until the James Madison Annex is built and occupied. It is high time Congress moves to action on the space needs of the Library.

In addition, there is a general shortage of trained library personnel throughout the nation, and the Library of Congress has not been immune from its effects. Once again, Congress has not done all it could toward alleviating that shortage. Recruiting efforts by the Library of Congress staff, and the overall salary increases authorized by Congress, have helped relieve the situation somewhat, but a pressing need for foreign-language-trained catalogers remains an inhibiting factor in the Library's national leadership potential.

[7] Annual Report of the Librarian of Congress for the Fiscal Year Ending June 30, 1962 (*Washington, D. C.: 1963*), *p. 96–7.*
[8] Ibid., *p. 110.*
[9] Ibid., *p. 95.*

Finally, it is the conviction of many that the Library has been restricted in fulfilling the role of national library by its position in the Legislative Branch, a position that Congress probably maintains for historical reasons and perhaps out of its sense of pride in "possessing" the greatest library in the world. In some ways, Congress seems to consider the Library of Congress as a club library and to overlook its larger role of national service. It may also be that Congress fears that if it permits the Library to broaden the scope of its activities, Congress will suffer a cut in service. Perhaps because of Congress' attitude, the Library has held back from exercising the full leadership role in national library affairs it might otherwise have, or sufficiently to satisfy the Humphreys requirement for a national library. Although the Library has recently taken the initiative in asserting leadership in such matters as book and library resource preservation, automation and cataloging, bibliographical services, and technical processes research, there is evidence to demonstrate that in other areas, it has hesitated to do so without specific Congressional authorization. If this is understandable, and even correct, it is nevertheless unfortunate that it must be so.

In any case, Congress is content to let the Library remain in the Legislative Branch, and thus, if the Library wishes to exert leadership over the broad range of library affairs, it must do so as a Legislative agency, which would introduce obvious difficulties in working with the Executive Branch. The Library's budget is not handled officially by the Bureau of the Budget, and so there is no regular opportunity for its activities to be coordinated with those of the Executive agencies. And no other formal method has been developed to relate either the Library of Congress to the Executive Branch or the Executive agencies to the Library. Despite the fact that a great deal of communication has developed between them on an informal basis, the Library of Congress has not sought to push the development further toward a leadership position within the Federal Government in behalf of libraries and library problems.

Even with all these caveats, there have recently been a number of signs that the Library is closer to achieving a national leadership status than ever before, partly in response to the demands for leadership made upon it. As Albert P. Marshall observed in 1966:[10]

> In deference to the internal as well as the external problems with which the Librarian of Congress is faced, there is a feeling among some librarians that in spite of actions to provide leadership in this "Age of Libraries," a more forceful type of direction is necessary. With the growing problems of research faced largely in university libraries, and the inability of these agencies to cope with them, the profession expects and is demanding vigorous leadership in finding solutions. . . . As librarians over the nation become increasingly concerned with the "knowledge explosion," and look . . . for leadership in the solution of acquisition, research, bibliographical, and processing problems, the Library of Congress must fill the need and do it energetically.

The American Library Association expressed the same demand when in its 1967 statement on Federal legislative policy it declared that the Library should not only improve and extend its present services, but that it should undertake "additional research programs . . . in library techniques and services" and should exert "even greater leadership in making library materials and services available in cooperation with other libraries." To this end, the American Library Association recommends that Congress specifically authorize the Library to "exercise these leadership functions."[11]

In response to such demands, the Librarian of Congress in his 1964 Annual Report promised that not only would the Library lead in automation as applied to libraries, but that it would provide leadership both in centralized cataloging and in the development of

[10] The Library Quarterly *36 (January 1966), p. 72, in a review of the 1964 Annual Report of the Librarian of Congress.*
[11] *American Library Association,* Federal Legislative Policy, *(January 12, 1967), p. 10.*

a "cooperative complex of research libraries, constituting a national information system."[12] If provided with the funds with which to experiment, investigate, and innovate, the position of the Library in national library affairs may well soon be significantly altered. What Thomas P. Brockway concluded in 1966 rings even truer in 1968:[13]

> At the moment . . . the Library of Congress is looking and acting like a National Library. None of its intractable problems have been solved, but it is on the move with the active cooperation of ARL [Association of Research Libraries], and its future has new lustre. First, it will, in due course, have the third building it has long needed and pleaded for year after year; and when it is built as a memorial to James Madison the Library of Congress will, for a time at least, have room in which to perform its multifarious duties swiftly and well. Second, as already noted, the Library has accepted responsibility for a national preservation program and for greatly expanded cataloguing operations which will benefit everyone.

Another reason why the Library of Congress may not have moved as rapidly as it might to assume overall library leadership in the United States is because it is not the only entry in the field. There are two other national libraries which between them constitute an important proportion of the total Federal library effort and which in effect, if not in intent, compete with the Library of Congress for leadership in national library affairs. Indeed, the other two libraries conceive of themselves as independent and coequal national libraries. In the words of a report on the National Agricultural Library, "The Library was established by the first Commissioner of Agriculture, and with the Library of Congress and the National Library of Medicine, fulfills the traditional functions of a national library."[14]

In the same way, although the American Library Association notes that the Library of Congress "performs more national library functions than does any other library in the world . . . functions [which] are vital to the library and research communities of the United States," it goes on to observe that the Library, "together with the other United States national libraries, forms the keystone upon which any program of national library service must rest."[15] It is thus a triple keystone, not a single one, and there is very little likelihood that anything will be done to alter that basic fact.

THE NATIONAL LIBRARY OF MEDICINE (NLM)

The National Library of Medicine, which was made the successor in 1956 of the original Library of the Surgeon General's Office, United States Army, founded in 1836 and later known as the Army Medical Library and the Armed Forces Medical Library, has the most extensive holdings in the area of medical literature in the world. This Library serves as the ultimate source of biomedical materials in the United States with its collection of approximately 1.3 million books, journals, theses, photographs, and other records relating to the health sciences. Direct access to the NLM collection is available to all researchers, practitioners, educators, and the public. Biomedical libraries and specialized information centers of all types throughout the nation are serviced through interlibrary loan of materials not in their collections and through provision of centralized cataloging and bibliographic services. The Library's use of computerized indexing, cataloging, and reference retrieval services enable it to let others know what has been published throughout the world, and its use of a rapid photocopy technique makes efficient delivery of this information possible.

[12] Annual Report of the Librarian of Congress for the Fiscal Year Ending June 30, 1964 (*Washington, D. C.: 1965*), *pp. xxxix-x.*
[13] *Thomas P. Brockway, "Library Problems and the Scholar,"* ACLS Newsletter *17, (March 1966), p. 6.*
[14] The National Agricultural Library and Its Activities. *Compiled by Charles W. Mehring.* (*Washington, D. C.: 1967*), *mimeo, p. 1.*
[15] *American Library Association, Federal Legislative Policy, op. cit., p. 10.*

Plans are under way for the establishment of the Lister Hill National Biomedical Communications Center, the Secretary of Health, Education, and Welfare and the Director of the National Institutes of Health having recently appointed Dr. Ruth M. Davis as its first director. Legislation in the 89th Congress authorized the Library to establish regional libraries, thus further strengthening its ability to fulfill its purpose.

In fiscal 1968, $19,912,000 in Federal funds were appropriated to NLM, plus a transfer of $1,762,000, for a total new obligational authority of $21,674,000. Of that total, extramural program grants and contracts amount to $11,250,000.

Verner W. Clapp has declared that the National Library of Medicine is without an equal in the United States, at least in meeting service needs in its area of holdings. That library, Clapp has written, "is not only preeminent in its holdings, approaching comprehensiveness in a particular subject, but [it] also publishes a principal current bibliography of that subject and . . . has certain obligations for nationwide service." In sum, "the National Library of Medicine offers the most conspicuous example of a national backstop to local library resources in a specific subject" in existence today:[16]

> [NLM's] assigned [statutory] responsibility contemplates not a local but—at the very least—a national clientele. . . . This library provides a service for the literature of medicine complementing but not supplanting that of other libraries. Because of the comprehensiveness of the collections of this library, it is only occasionally necessary to turn to any other library in the United States for material on this subject, once the local resources have been exhausted. . . . The services of [NLM] . . . are additional services provided by the national government to reinforce the resources of local institutions. Whereas in most libraries the interlibrary services are subordinated to the needs of the local constituencies, in the case of [NLM] the interlibrary services have a primary claim.

Housed for administrative purposes in the Public Health Service of the Department of Health, Education, and Welfare, and located physically in Bethesda, Maryland, NLM operates entirely independently of the Library of Congress under the aegis of its own Board of Regents, consisting of ten members appointed by the President with the approval of the Senate, and seven *ex officio* members (one of whom is the Librarian of Congress), which advises it on policy, acquisitions, and services. No one can find fault with the quality or extent of the services NLM makes to the advancement of medical science in the United States, nor can any criticism be leveled at the way the Library has been operated. In its own particular field, it is probably as advanced in every respect as any library in the world.

As the result of a number of circumstances, not the least important of which was the nature of the bibliographic problem involved, NLM, not the Library of Congress, has taken the lead among American libraries in applying the possibilities of automation to its functions. By 1958, the *Current List of Medical Literature*, published by NLM, had become the largest indexing service of the literature of a special subject anywhere in the world. Even so, only about half the published material in medicine was being indexed, and there was a considerable time lag in publication. With the aid of a grant of $73,800 from the Council on Library Resources, an automation project was launched to overcome both deficiencies. By the end of 1959, the project was completed. The *Current List* was converted to *Index Medicus* by making use of an integrated series of mechanisms for the production of the new publication, including tape-operated typewriters, punched-card-entry machines, and automatic cameras for correcting the printer's copy.

Subsequently NLM went beyond the automation devised for its *Index Medicus* and, this time with funding from official sources, began to investigate via the MEDLARS (Medical Literature Analysis and Retrieval System) project the possibilities of bringing a computer into its operation—at least to use it to make searches and special lists based on

[16] *Verner W. Clapp*, The Future of the Research Library (*Urbana, Illinois: 1964*), *pp. 42–3 and pp. 74–5.*

the bibliographic record as accumulated. As the seventh Annual Report of the Council on Library Resources put it:[17]

> The significance of the development consists in this—that the computer can now speak in the cultivated language of bibliography . . . the immediate consequence [of which] is to open up the possibilities of dissemination, in machine-readable form, of bibliographic information which individual libraries will be able to apply to local uses for the printing of accession-lists, catalogs and catalog cards, for the preparation of their many other records which are based on bibliographic information . . . and eventually perhaps for mechanized bibliographic searching.

Throughout the whole process, NLM undertook to report on its automation experience to others so that they might benefit therefrom.

If the National Library of Medicine has been at the forefront of library activity in one area, it has not, however, acted so as to facilitate the Library of Congress' role as *the* national library, and in fact it has only begun to cooperate to any degree at all with the Library of Congress. Obviously, there had been contacts between the two libraries prior to 1966, if for no other reason than that the Librarian of Congress is one of the *ex officio* regents of the National Library of Medicine. LC had been giving NLM second copies of United States copyrighted medical publications and all foreign clinical publications for decades and had been printing NLM's catalog cards and book catalog. But this did not result in integration of procedures, records, or collections. Indeed, it was not until 1966 that anything more was set in train. As the 1966 Annual Report of the National Library of Medicine put it:[18]

> There has been an unprecedented effort during the past year to increase and strengthen . . . cooperation [with the Library of Congress]. Staff members of the . . . libraries met to discuss shared cataloging and cooperative acquisition programs, with the hope of eliminating some duplication. . . . Arrangements were made for NLM to assist the Library of Congress in its national program for acquisitions and cataloging (Title II C of the Higher Education Act, 1965) by forwarding card catalog copy for each publication cataloged [by NLM]. When libraries request cataloging information pertaining to those titles which LC records indicate are in the NLM collection, LC will request the publication through interlibrary loan, and thus preclude the purchase of that item for its own collection.

And more recently, LC and NLM have initiated an experimental project to print NLM classification numbers and subject headings in brackets on LC catalog cards for medical titles that NLM is purchasing in Great Britain.[19] As Verner W. Clapp notes, "If this is occurring in the face of prospective automation of LC's records, it is probably because NLM has now carved out for itself a solid sphere of influence in national medical library assistance, and can afford to be less self-protective on details."[20]

If these arrangements are carried out over a sufficient length of time, and if other relationships, described later in this paper, develop as hoped between the two libraries, a greater degree of cooperation and collaboration will result. There is nothing to indicate, however, that NLM has indicated any willingness to give up its sovereignty in its area of interest, even if it could do so under the law, or that Congress will see fit to alter its designation as a national library. Thus the Library of Congress, for the foreseeable future at least, will not be able to assume full leadership in national library affairs, as Mr. Humphreys suggests to be necessary if it is to meet the ultimate requirements of a national library.

[17] Seventh Annual Report of the Council on Library Resources for the period ending June 30, 1963 (*Washington, D. C.: 1963*), *p. 11.*
[18] Annual Report, 1966 (*Bethesda, Maryland: National Library of Medicine, 1966*), *pp. 38–9.*
[19] *For a detailed description of the experiment, see* Library of Congress Information Bulletin, *Vol. 26, No. 20 (May 18, 1967), p. 322.*
[20] *Verner W. Clapp to author, personal correspondence (July 24, 1967).*

THE NATIONAL AGRICULTURAL LIBRARY (NAL)

The picture is further complicated by the existence of the National Agricultural Library, a unit of the Department of Agriculture. Established originally as the library of the Department of Agriculture, it was given its present title in 1962. Dedicated by the Act creating it to the acquisition and diffusion "among the people of the United States of useful information on subjects connected with agriculture in the most general and comprehensive sense of the word," and with current holdings of 1,300,000 bound volumes, it serves a broad public, both within the Government and without.

> The Library makes available to the research workers of the Department, agricultural colleges and universities, research installations, other government agencies, agricultural associations, industry, individual scientists, farmers, and the general public, the agricultural knowledge of the world contained in literature. It collects current and historical published material and organizes it for maximum use through reference services, loans of publications or photo-reproduction, and bibliographical services. The Library issues a monthly *Bibliography of Agriculture* in which is listed the agricultural literature of the world, and a biweekly *Pesticides Documentation Bulletin*, a computer-produced index to the world's pesticides-related literature. The Library also provides cataloging information to a commercial publisher for inclusion in the monthly *National Agricultural Library Catalog*, a listing of currently acquired titles. The National Agricultural Library collection . . . [includes] publications in 50 languages currently acquired from over 155 governments and jurisdictional entities.[21]

Currently housed on Independence Avenue, S.W., in Washington, it was scheduled to move into a new building at Beltsville, Maryland, in 1969. Its annual operating budget is around $2 million.

Like the National Library of Medicine, NAL has deep roots of its own, a well developed sense of pride in its own accomplishments and position, and a sense of independence in its operations that coincides exactly with its new location. Like NLM too, the National Agricultural Library operated in a national capacity long before the term became part of its name. The Library's policies, procedures, and programs are all oriented to national service. This is exemplified by the printing and distributing of catalog cards upon request to agency, field, and branch libraries; by the extensive development of special and general bibliographies which it makes easily available; by pioneering activities in the use of photocopy for interlibrary loans; and by assistance in the development of agricultural libraries. In 1963, to foster and maintain effective formalized cooperation between the NAL and the libraries of land-grant institutions, the Secretary of Agriculture appointed an Advisory Committee on Library Services to consider matters of mutual concern and to conduct studies and projects leading to the establishment of an agricultural library network.

Indeed, the National Agricultural Library has made a major contribution to the development of library processes. It pioneered in printing catalog cards in 1899, made the first use of photographic copies for interlibrary loan in 1911, and established the first major United States documentation center, Bibliofilm, in cooperation with the American Documentation Institute and Science Service in 1934. It performed the first library experimentation with automated storage and retrieval of information, and developed the first photographic devices for library service, including a traveling camera for use in stacks. The report of its Task Force ABLE (Agricultural-Biological Literature Exploitation) will probably stand for a long time as a model feasibility study in the field of automation. The NAL recently undertook by contract with a private research organization an extensive study of systems analysis and design with the goal of designing a computer program for the more effective and expeditious handling of the Library's

21 *Mehring, op. cit.*

scientific information. The goal of the project is to have a fully operational computer system serving the Library's patrons by 1971.

NAL has recently adopted the Library of Congress shelf classification scheme (which NLM has not), has engaged in informal discussions with Library of Congress personnel about their joint interests, with particular emphasis on shared cataloging, and maintains continual liaison with the Library of Congress with regard to acquisitions and services. But it can only go so far toward coordination. By statute it is required to serve as the national library in the area of agriculture, even as NLM is in medicine, and it is unlikely that Congress will alter either designation in favor of the Library of Congress. Indeed, the tone of the Committee on Agriculture of the House of Representatives in discussing the appropriation for FY 1968 gives every indication that that Committee at least, and very likely all of Congress, intends for NAL to continue on its independent way. The Committee noted that it was "aware of the importance of the work of the library" and the desirability of adding considerably to the size of its staff as soon as it moves into its new quarters, and while it was not willing to push it along faster than the research and other programs of the Department itself, it expects to continue to support its growth and development.[22]

RELATIONSHIPS BETWEEN THE THREE NATIONAL LIBRARIES

The three national libraries, as has already been indicated in part, are not wholly without relation and contact. Despite the broader nature of the Library of Congress, it is a great scientific library itself; some 25 percent of the volumes in its collections are in scientific and technical fields, and the Science and Technology Division is one of the largest reference and bibliographical units in the Library. Moreover, the Library operates the National Referral Center for Science and Technology, which it began at the behest of the National Science Foundation. Thus the three libraries have a great deal in common in terms of their interests and direction.

More than that ties them together, however. They have cooperated in cataloging for two years or more. The staffs of all three libraries are active in the Association of Research Libraries, and since October 1965 the three have been involved together in the Federal Library Committee, described later in this paper. Moreover, there is an opportunity for an exchange of views and some formalized cooperation with regard to efforts in scientific and technical fields between the three, and between them and the Office of Education and the National Science Foundation, through COSATI (the Committee on Scientific and Technical Information of the Federal Council for Science and Technology in the Executive Office of the President), also discussed in the ensuing pages. NLM has instituted specific talks with NAL directed toward the cooperative development of a thesaurus of veterinary medicine. The first step has been to organize a committee with representatives of NAL and NLM and outside consultants. NAL also is attempting to coordinate its cataloging and card reproduction processes with those of LC and NLM.

Formalized and regular cooperation between LC, NAL, and NLM has been a fact only since the spring of 1967, however. An organizational meeting of representatives of the three libraries was held in May, and plans for a coordinated effort in the automation field were developed. A statement describing those plans was made at the American Library Association meeting in June 1967 in San Francisco.[23] A National Libraries Task Force on Automation and Other Cooperative Services has been appointed and ten work groups have already begun work identifying the problems involved in developing

22 Congressional Record *113: H6663, (June 6, 1967).*

23 *See* Library of Congress Information Bulletin, *Vol. 26, No. 26, (June 29, 1967), pp. 407–8;* National Library of Medicine News, *(July 1967), pp. 2–3. The principal goals agreed upon by the three libraries were (1) the development of a national data bank of machine-readable information to be located in and serviced to other libraries by the Library of Congress and (2) a national data bank of machine-readable titles held by American research libraries.*

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the area. In February 1968 the first two recommendations of the Task Force were accepted by the three libraries.

But for the most part the three libraries—the Library of Congress, the National Library of Medicine, and the National Agricultural Library—function as separate institutions. Certainly NAL and NLM have no desire to do otherwise. The fact that they do operate independently not only militates against the Library of Congress' taking full possession of the national library functions, but also produces a situation involving a good deal of overlap and duplication in scope and coverage, as well as in processes and procedures, on the one hand, and some competition between the three on the other. Some duplication is probably inevitable, inasmuch as the two specialized libraries have a more limited clientele than the Library of Congress, and a certain degree of competition is generally regarded to be healthy. Even so, a useful area of research might be a study of the validity of maintaining three independent national libraries and of the feasibility of alternatives to the existing situation.

OTHER FEDERAL LIBRARIES

DEPARTMENTAL AND AGENCY LIBRARIES

Just as the other two national libraries challenge the Library of Congress's supremacy in the Federal library field, so does the existence of a whole array of other Federal libraries. For the most effective fulfillment of the missions of a number of Federal Executive agencies, easily accessible and specialized library and information resources came to be recognized as essential, and thus departmental and agency libraries have been created throughout the Executive Branch.

Departmental libraries are not new. In his Annual Report to the Congress for the fiscal year ending June 30, 1898, Librarian of Congress John Russell Young spoke of the libraries in the Executive departments:[24]

> That of the State Department, with its manuscripts and works on history, diplomacy, and international law, is important. The War and Navy Departments have general libraries of value, and special libraries in their several divisions. The Department of Agriculture has a useful, well-administered, and progressive collection of books. The Department of Justice, the Bureau of Education, the Department of Labor, and, in fact, every department or bureau, has gradually accumulated a series of books more or less adapted to its needs.

The rate of establishing such libraries, however, was stimulated by World War II and subsequent events, particularly the launching of Sputnik and the inauguration of the rocket age. Almost half the libraries on which data are available were established within the last twenty-five years. By 1968, Federal libraries taken together had come to constitute a resource of national importance, some of them being the only library providing coverage in depth in a particular field of knowledge in the nation.

As might be expected, the departmental and agency libraries differ a great deal among themselves. Some of them are very advanced in terms of facilities (the new National Institutes of Health Library will be as modern and sophisticated as any library facility in the nation); processes (the Department of Defense, through Booz-Allen Applied Research, Inc., has made plans for the mechanization of its libraries, which, if implemented, will make its processing services virtually unique among libraries); and holdings (departmental libraries must be acknowledged as the bases on which great national libraries are built, as the National Agricultural Library and the National

[24] *Quoted by L. Quincy Mumford, Librarian of Congress, in* FLC Newsletter *No. 1 (October 20, 1965), p. 6.*

Library of Medicine, originally established for the use of an agency and now regarded as principal national resources, attest).

Rosters of Federal libraries, compiled by the Federal Library Committee and distributed in December 1967 and January 1968, included more than 1,500 libraries in the Executive Branch of the Government. It was believed at that time that the rosters contained the names of approximately two thirds of the existing libraries in the Executive Branch. The libraries on the list range from the Library of the Southwest Archaeological Center, National Park Service, to the Library of the Air University; from Mare Island Naval Shipyard Technical Library to the library in the Veterans Hospital in West Haven, Connecticut; and from the Law Library of the General Accounting Office to the Base Library at McDill Air Force Base. The Civil Service Commission reports that Federal libraries employed approximately 3,500 professional librarians as of January 1, 1968.

Because there is, as already pointed out, no accurate count of how many departmental and agency libraries there are, nor of the extent and quality of their holdings, generalizations have been about all it has been possible to make about Federal libraries. As Robert D. Calkins observed in 1963:[25]

> The libraries of executive departments and agencies have received little concentrated attention either from government policy-making officials or from students of government. No general policy regarding their functions has been enunciated; no standing body of administrators or librarians is concerned with their problems; and no current and comprehensive statistics have been available on the magnitude of their holdings, the cost of their operations, or the range of their services.

The lack of information about Federal libraries in general, combined with the fact that each Federal library is a service organization attached to and oriented toward a particular governmental function and the fact that they are decentralized, makes it difficult for Federal libraries to work in concert with one another on common problems, to say nothing of finding ways to overcome duplication and take joint action to solve problems. Proposals for introducing a measure of system into the Federal library situation have been made regularly at least since Melvil Dewey proposed it to the Congressional Joint Committee on the Library in 1896. But the basis of fact-finding and planning for such an improvement, although sought on several occasions—e.g., in the David S. Hill, Carleton B. Joeckel, and Library of Congress Planning Committee reports of 1936, 1938, and 1947—has been hitherto insufficient. The principal obstacles to the further development of the idea were the unequal status of the several libraries and the lack of a clear identification of interests among them.

The prospective application of information-storage and communication devices (such as electronic memories, teletype, and telefacsimile) to library work and the belief that such devices might profitably be employed among the Federal libraries led to a renewal of the proposals. An informal committee, representing the principal library groups in the District of Columbia, proposed to the Council on Library Resources an inquiry into every aspect of Federal libraries, including their basis of establishment, operation, staffing, services, and then intra- and interagency and public relations. The Council responded with a grant to enable the Brookings Institution to conduct a study of Federal libraries, which it did under the general supervision of Luther Evans, formerly the Librarian of Congress.

The study was based largely on 1959 and earlier data and achieved only partial coverage. Slightly more than 200 libraries responded to the Brookings survey, and some information was gathered from about 279 libraries at military posts. No data, however, were gathered about Federal academic and judicial libraries, about nondepartmental libraries in general, nor about the operations of the information services of such agencies

[25] *Robert D. Calkins, "Foreword" in Luther H. Evans, et. al., Federal Departmental Libraries: A Summary Report of a Survey and a Conference (Washington, D.C.: 1963), p. v.*

as the Atomic Energy Commission, National Aeronautics and Space Administration, the Department of Defense, and the Department of Commerce. However, it served to point out a number of facts about Federal departmental and agency libraries in general, and these are summarized below. For convenience's sake, much more recent findings of the Federal Library Committee, appointed in 1965, about which more will be said later, have been incorporated in the same summary. For the most part, the later findings only served to corroborate the findings of the Brookings study.

1. Most departmental libraries were of relatively recent origin.
2. Departmental libraries varied in size and quality; the average holding was 55,000 volumes; some of the libraries had become recognized as distinguished in their field, but the holdings of most of them were not outstanding.
3. With few exceptions, the departmental libraries were maintained at a relatively low level of support.
4. Departmental libraries were concentrated in the Washington area, but many were distributed across the nation and overseas; many of them were on military bases.
5. Departmental libraries had for the most part been created as an exertion of departmental authority and had no specific statutory base.
6. Departmental libraries had often developed without specific planning, either as to goals and purposes or acquisitions and operation.
7. Total holdings of these libraries constituted a national resource of considerable importance. Their collections of great depth in narrow subject areas often exceed those of major university libraries.
8. Agencies had often hidden their library budgets to protect them from Congressional budget-cutting.
9. Medical and medical-related personnel were the chief users of departmental libraries, with engineering personnel second.
10. Policy-making officers at the departmental level had not seriously concerned themselves with library development; this was particularly noticeable in the budgetary process.
11. A large part of the holdings of many of the libraries was in non-book materials, many of which were unique and added to the richness of the total collection.
12. A limited amount of interlibrary cooperation and exchange had developed, but the possibilities had only been scratched. Interlibrary loans, however, were common and frequent.
13. Departmental libraries were developed for the most part because for reasons of time and efficiency it seemed preferable to have immediate access to books and other material rather than to rely on other Federal libraries (particularly the Library of Congress) to supply them.
14. The purchase of books was often slowed up and made cumbersome by having to follow departmental regulations with regard to competitive bidding; only a small portion of the total number of libraries reporting in the survey actually placed their own orders for books.
15. A variety of different classification and cataloging systems were employed; many libraries manufactured their own catalog cards, ignoring the availability of Library of Congress cards altogether; full use of the *National Union Catalog* had not been made.
16. The problem of secret or classified material had been a severe one.
17. The issuance of bibliographies and indexes had been erratic and incomplete.
18. No careful system of cost accounting had been employed.
19. Reader services had been less than adequate.

20. No complete and accurate statistics on use or volume of loans were available.
21. The reference function was perhaps the major function expected of these libraries; for the most part, however, reference resources were inadequate.
22. Hiring and retention of qualified library personnel had been a problem; to a large extent no personnel policy had been articulated.
23. A great deal more research was needed to fill out the details of the Federal departmental library future.

The purpose of the grant from the Council on Library Resources and of the Brookings study was not only to provide more information than had been available, and so to meet the last point on the list, but to identify problem areas and recommend solutions therefor. The findings of the study were used as the basis for a conference of library experts, which was held in 1963 in Washington. If nothing else, the study and the conference demonstrated that, despite great diversities in size, quality, and purpose, departmental libraries had enough in common to warrant common consideration of many of their problems.

Federal Library Committee

The most significant recommendations emanating from that conference were that there was an urgent need for the development of a clear policy concerning Federal libraries as a whole and that a Federal library council should be established to advise on the development of such a policy and to assist in coordinating the work of the many Federal libraries. Specifically, the conference recommended that the Library of Congress, with the advice and assistance of the Bureau of the Budget, should invite appropriate departments and agencies to meet to discuss the establishment of such a group.

The Bureau of the Budget took the initiative in the matter, and at its behest, the Librarian of Congress called together a group of interested persons without particular regard to their departmental or agency representation to discuss the creation of a committee. From this group the Federal Library Committee was formed on March 23, 1965.[26] The Committee as designated by the Librarian of Congress (to date it has no other basis than his appointment) has permanent and rotating members. The fourteen permanent members are the Librarian of Congress himself, who serves as chairman, the directors of the National Agricultural Library and the National Library of Medicine, and a representative of each of the Executive departments except the Department of Agriculture. Six other members, representing the independent agencies, are chosen for two-year terms on a rotating basis. For the period ending June 30, 1969, the agencies represented were the Smithsonian Institution, the United States Information Agency, the Veterans Administration, the General Services Administration, the National Science Foundation, and the Civil Service Commission. A representative of the Bureau of the Budget has sat with the Committee at the invitation of the chairman since the beginning as an observer, as have representatives of the Office of Education and the Office of Science and Technology. At first, under a grant of $10,000 from the Council on Library Resources, the Library of Congress made staff available to the Committee on a part-time basis, but in April 1966, the Council on Library Resources granted $87,650 to the Library to support the Committee's secretariat on a full-time basis for the ensuing three years. In fiscal 1969 Congress appropriated funds for the continuation of the Committee, thus placing it on a firm continuing basis. The Committee is housed in the Library of Congress.

The terms of reference (drafted in the Bureau of the Budget) that were adopted by the Committee for its guidance are as follows:

> The Committee shall on a Government-wide basis (1) consider policies and problems relating to Federal libraries, (2) evaluate existing Federal library pro-

[26] *For a detailed discussion of the beginnings of the Committee, see L. Quincy Mumford, J. Lee Westrate, and Paul Howard, "The Establishment of the Federal Library Committee, A Symposium,"* D. C. Libraries, *Vol. 36, No. 3 (Summer 1965), pp. 40–50.*

> grams and resources, (3) determine priorities among library issues requiring attention, (4) examine the organization and policies for acquiring, preserving, and making information available (in use by Federal libraries), (5) study the need for and potential of technological innovation in library practices, and (6) study library budgeting and staffing problems, including the recruiting, education, training and remuneration of librarians.

Within these areas, the Committee resolved to concentrate on Governmental *research* libraries and to exclude temporarily from its major effort Federal academic libraries, public libraries (e.g., those providing public library service to servicemen and dependents and to hospital patients), school libraries under Federal jurisdiction, and special libraries having less than one full-time employee or less than $10,000 in expenditures per annum. Lately, however, the Committee has been showing increasing interest in these other types of Federal libraries. With these purposes and limitations in mind:[27]

> . . . the Committee shall recommend policies and other measures (1) to achieve better utilization of Federal library resources and facilities; (2) to provide more effective planning, development, and operation of Federal libraries, (3) to promote optimum exchange of experience, skill, and resources among Federal libraries, and as a consequence (4) to promote more effective service to the nation at large.

Since its establishment, the Committee has developed a program involving both the policy and operation aspects of Federal library work and has created nine task forces to investigate specific areas and report back to the Committee as a whole. The task forces are in the following areas:

1. Acquisition of library materials and correlation of Federal library resources.
2. Automation of library operation.
3. Interlibrary loan arrangements for Federal libraries.
4. Mission of Federal libraries and standards for Federal library service.
5. Procurement procedures in Federal libraries.
6. Recruitment of personnel in Federal libraries.
7. Public relations for Federal libraries.
8. Physical facilities of Federal libraries.
9. Role of libraries in information systems.

Through the task forces, and through frequent meetings of the Committee itself, a great deal was accomplished in the first year of the Committee's existence.[28] A clearinghouse on certain Federal library problems was established, as was a channel of communication between Federal libraries through the Committee's *Newsletters*.

A statement and guidelines on the Federal library mission was accepted in principle by most of the Federal libraries.[29] On May 19, 1967, it was distributed to Cabinet officers and heads of independent agencies for their information and comments, and forty-one of the forty-four heads of agencies contacted replied concurring in it. Indications are that it will come into general use as a standard for the organization and management of Federal libraries.

The Committee approved a *Federal Interlibrary Loan Code*. This was tested for one year on an experimental basis and then formally adopted. The code enunciates basic policies and responsibilities of Federal libraries in relation to each other and to the nation's libraries generally. It is an important step in opening up Federal library resources to qualified researchers. A research program, resulting directly from project proposals made by the Committee and amounting to approximately $300,000, is being funded by the United States Office of Education. Additional research funds amounting to more than $20,000 have also been made available to the Committee by other agencies and organizations. The compilation of a *Guide to Laws and Regulations on Federal*

[27] *Federal Library Committee*, Newsletter, *No. 1 (October 20, 1965), p. 10.*
[28] *For a succinct summary, see Federal Library Committee*, Newsletter, *No. 24 (September 1968).*
[29] *See* The Federal Library Mission. A Statement of Principles and Guidelines (*Washington, D.C.: The Federal Library Committee, 1966*).

Libraries was completed and was published by the R. R. Bowker Company in 1968. A handbook on the procurement of library materials in the Federal Government was drafted. With regard to recruitment, the Committee consulted with the Civil Service Commission and approved a guide to the civil service standards for librarians issued by the Commission. It developed and publishes regularly a Library Vacancy Roster to assist Federal libraries in their recruiting efforts.

In its program to develop the basic information and data necessary for realistic analysis and planning for a viable and useful Federal library program, the Committee secured the cooperation of the National Center for Educational Statistics in the Office of Education in a pilot statistical survey of special libraries serving the Federal Government. The resulting publication is perhaps the most comprehensive collection of Federal library management data ever made. The fact that this collection covers less than one fourth of Federal libraries emphasizes the paucity of information available to library planners and the need for a comprehensive program to obtain library management and research data which is essential in developing a dynamic library and information service responsive to the needs of Government.

Not all the Committee's task forces have reported, but already the work of the Committee has created a new feeling of purpose, determination, and hope among Federal librarians that, in time, a Federal library service will develop which is dynamic and flexible and not only responsive to but anticipatory of the Government's and the nation's needs for information.

Thus there are now emerging the framework and substance of a potential coordinating agency for Federal libraries. As yet, it has no statutory basis. And, it must be emphasized, the Committee is solely an advisory body. However, as Paul Howard, the Committee's Executive Secretary, put it: "The Federal Government spends approximately $150 million annually on its library services. If the Federal Library Committee can bring about closer COORDINATION between Federal libraries and if it can secure widespread adoption of modern and more effective library techniques and programs throughout the Federal Government," it will have helped those libraries use the Federal investment in them in the most efficient manner and so exert a most beneficial influence on "the growth and development of library service throughout the nation."[30]

Perhaps as a result of the work of the Federal Library Committee, the Library of Congress has recently begun to take more interest in departmental libraries. It had not previously ignored them, of course. As implied in the summary above, many departmental libraries make use of Library of Congress catalog cards, and interlibrary lending of materials among the Federal libraries has a long history. In 1968 the Library of Congress loaned some 85,000 volumes to other Federal libraries in the District of Columbia and several thousand volumes to Federal libraries outside the District (lending between the other Federal libraries in the District was estimated to have attained about the same volume). Moreover, the Library of Congress is supplying facsimile copies of its materials at an increasing rate. The Library also is used by other Federal libraries for the deposit of their surpluses and little-used materials and so in a sense has become a central depository for the entire Federal library establishment. Finally, the Library has made its bibliographical and reference services available to other Federal libraries: a great deal of cataloging, abstracting, and indexing are done on a regular basis for other Federal libraries and agencies.

By 1968, in addition to the support in terms of personnel and space the Library was giving the Federal Library Committee, it had introduced an orientation series for professional personnel in Federal libraries, both in the District of Columbia and outside it, the purpose of which was to increase communication and the exchange of information between Federal librarians in the hope that better coordination and use of facilities would develop as a by-product. Thus the Library of Congress has for the first time

[30] Ibid., *p. 12. Capitals in original.*

formally recognized its relationship to other Federal libraries and has acted to convert that recognition into fact.

PRESIDENTIAL LIBRARIES

There are other Federal libraries in addition to those developed in the departments and agencies of the Executive Branch. There are the Presidential Libraries, which are under the jurisdiction of the Office of Presidential Libraries in the National Archives and Records Service. That Office is charged with establishing and coordinating policies with regard to the four existing Presidential Libraries—the Herbert Hoover Presidential Library at West Branch, Iowa; the Franklin D. Roosevelt Library at Hyde Park, New York; the Harry S Truman Library at Independence, Missouri; and the Dwight D. Eisenhower Library at Abilene, Kansas—and with planning for the construction and development of the John F. Kennedy and Lyndon B. Johnson libraries. After President Franklin D. Roosevelt's death, the decision was made to develop individual libraries to house Presidential papers and collections, rather than to continue to have them placed in the custody of the Library of Congress, which already housed the papers of twenty-three Presidents. The decision was based on the desire to honor living and deceased Presidents, rather than library considerations, a fact which many deplore. Thus Walter Brahm, State Librarian of Connecticut, comments that the:[31]

> . . . trend of establishing a separate library for each President . . . means a multiplicity of presidential libraries scattered across the country, guaranteeing inefficiency as far as access is concerned. They soon begin to acquire materials unrelated to their purpose. Establishing and locating such libraries for memorial purposes is in conflict with what a library strives to be: a living, dynamic, conveniently accessible service agency.

The trend is by now probably irreversible, however, and in any case the Presidential libraries serve other purposes as well. But the fact that they are lodged where they are, under the National Archives, places them out of the range of effective leadership by either the Library of Congress or the Federal Library Committee.

JUDICIAL LIBRARIES

Finally, there are a good many judicial libraries (the Federal Library Committee places the number at thirty-seven), including the eminent Library of the Supreme Court of the United States, which serve members of the bar and the Federal judiciary, attorneys for Executive departments and agencies, and to some extent members of Congress. Nothing further is generally known about these judicial libraries, since neither the Brookings study nor the Federal Library Committee's survey included them within their purview. The Federal Library Committee attempted to include them, but many of the librarians involved had doubts about the legality of responding in the face of the separation of powers doctrine, and so did not comply with the Committee's request.

Thus the Federal Government's libraries are numerous, largely independent of each other, and operate under a variety of jurisdictions. Some of them are just coming into a cooperative relationship with each other, and the knowledge gap about Federal departmental libraries is beginning to be filled. There is still much to do, however, before the Federal libraries can operate under a general framework of policy with cooperative and coordinated methods of procedure.

COMMITTEE ON SCIENTIFIC AND TECHNICAL INFORMATION (COSATI)

The Federal library picture is further complicated by the fact there are some two dozen agencies of the Federal Government in scientific and technical areas that are concerned with providing special bibliographical services within their own fields of

31 Library Journal 92 (*May 1, 1967*), *p. 1805.*

interest. Responding to the leadership of the Office of Science and Technology in the Executive Office of the President, these agencies have come together in a Committee on Scientific and Technical Information (COSATI). Although not a library in the technical sense of the word, COSATI has nevertheless concerned itself with matters ordinarily considered to lie within the range of library interest, and it has taken a number of actions that one might expect a regularly constituted Federal library to take.

The reason for the Committee's creation in the first place was a general concern in the Government about the information problem and the need for the development of an information system to store and dispense scientific and technical information for those who need it. Since 1962, when COSATI was established, it has identified as its continuing functions the following as they are concerned with scientific and technical information:

1. Identification of problems and requirements;
2. Review of the adequacy and scope of present programs;
3. Development or review of new programs and other measures to meet the requirements and solve the problems;
4. Recommending standards, methodology, and systems for uniform adoption by the Executive agencies;
5. Identification and recommendation of assignments of responsibility among the Executive agencies;
6. Review and recommendation concerning the resources assigned to the programs of the Executive agencies;
7. Recommendation of management policies to improve the quality and vigor of the information activities;
8. General facilitation and interagency coordination at management levels.

By giving agency representatives involved in these matters an opportunity to come together and discuss methods of approach to common problems of information handling and dissemination, COSATI has moved to an action position on national informational systems for science and technology and, by example, for other areas of knowledge as well. More than that, through COSATI discussions the agencies involved have begun to find ways to make their cataloging compatible, so that the materials held by each might be made better known and more useful to all the others. More generally, they have begun to devise ways of acquiring and storing scientific and technical information for the more effective use of all. The standard of descriptive cataloging it has issued, however, deviates from the standard used by the rest of the American library world, which means that most libraries will be unable to incorporate the cataloging product of COSATI automatically into their catalogs.

In a report released by the Committee based on an earlier background study prepared by the System Development Corporation in 1965, the problems in creating a network of information and document handling in science and technology were considered.[32] Although the report visualized that such a network would be developed in collaboration with the Bureau of the Budget and the Federal departments and agencies concerned, no mention of the role in all this of the Library of Congress or of the other national libraries was made. Indeed, both the System Development Corporation's basic study and the COSATI report developed from it rejected the Library of Congress as the manager of a centralized facility for handling significant scientific and technical documents and offered the Office of Science and Technology instead.

Moreover, both reports contemplated the establishment of one or more additional

[32] *COSATI, Federal Council for Science and Technology*, Recommendations for National Document-Handling Systems in Science and Technology (*Washington: 1965*); *System Development Corporation: Launor F. Carter*, et al. National Document-Handling Systems for Science and Technology (*New York: John Wiley & Sons, Inc., 1967*).

national libraries "under the aegis of appropriate Federal departments and agencies . . . as elements of the integrated national network," thereby suggesting a further complication in the development of national library leadership.[33] Indeed, to date COSATI has operated in the service of its "customers" and has shown little interest in the broader national library picture. It should be noted that COSATI is concerned with devising ways to aid Executive officials to make decisions in the information area, whereas the libraries in the Federal Government are concerned with libraries and with making library decisions. The interests of the latter are understandably far broader than those of COSATI. Hopefully, with the broadening of representation on its subcommittees, the gap between COSATI and the other Federal library interests may begin to be narrowed.

OTHER FEDERAL AGENCY INVOLVEMENT

It also ought to be noted that the proliferation of Federal agencies performing one or more library functions does not stop there. A number of agencies maintain data centers and information-analysis centers and information-distribution centers in their own area of operation. The Department of Commerce, for example, maintains a clearinghouse for the dissemination of Government-generated unclassified information on the physical sciences and engineering, and the Department of Defense operates the Defense Documentation Center for Scientific and Technical Information for the distribution of classified information.[34]

In another way, the General Services Administration is involved in libraries through the procurement regulations it sets as they affect the procurement of library materials by Federal libraries. The possibility of giving special consideration to procurement of library materials in the Federal Procurement Regulations, the lack of which up to now has made the work of Federal libraries both more difficult and more costly, has been under study, and, as mentioned earlier, a procurement guide is in the process of being published. Both the Atomic Energy Commission and the National Aeronautics and Space Administration established depository library systems, although the Atomic Energy Commission no longer maintains its system. Other examples of Federal agency involvement could be cited, but the above is sufficient for the present discussion.

FEDERAL AID TO LIBRARIES

As indicated earlier, the development of libraries within the Federal Government itself was the first step of Federal involvement with libraries. The second step, which was taken a great deal later, was the extension of Federal aid to libraries, at first almost indirectly and in dollops, later specifically and in large amounts:

By the outbreak of World War II it had become obvious, at least to those most closely associated with the library field in the United States, that the unmet library needs of the American people were so staggering that "it was all but hopeless to attempt to solve so gigantic and widespread a problem by merely local means."[35] However, no concrete proposal for Federal aid to alleviate the situation had yet been advanced. During the Depression a number of Federal relief projects had been concerned with libraries, in particular the Works Progress Administration state library projects, which

[33] *COSATI*, Recommendations, op. cit., *p. 17.*
[34] *The Defense Documentation Center, previously Army Scientific and Technical Information Agency (ASTIA) started as the Navy Research Section in the Library of Congress, but the activity became too large, physically, for LC to retain. This operation, it should be noted, is an example of LC leadership and of its concern for uniformity in Federal operations which ought to be related to the discussion of the Library of Congress earlier in this paper.*
[35] *Daniel*, Public Libraries for Everyone, op. cit., *pp. 34–5.*

helped establish statewide library planning and gave impetus to later planning efforts in the states.[36] Partially as a result of these activities, a Division of Library Services had been established in the Federal Office of Education in 1938, and during World War II a library information section was established within the Office of War Information. The services these units offered acquainted "government officials with the functions of libraries" and also provided an opportunity for "libraries and librarians . . . to work with the Federal Government."[37]

At about the same time, the idea of developing a Federal aid to libraries program crystallized after nearly twenty years of planning, much of it by the American Library Association (ALA). By 1944, Carl Milam, then the Executive Secretary of the Association, had decided that the time was ripe to begin to explore the possibilities of Federal aid. In a series of informal discussions beginning that year, Milam found a good many receptive ears, and working chiefly through the ALA's Federal Relations Committee, was able to get the first Public Library Demonstration Bill introduced in both houses of Congress in March 1946. It had been agreed:[38]

> . . . that the greatest need was for library services in rural areas, and that politically, this was the point that offered the most favorable opening. It seemed apparent that a program aimed at progress in this particular area would be likely not only to rally most support, but also to show the most striking results.

That bill, although reported favorably by the Senate Committee on Labor and Public Welfare, died on the consent calendar in the Senate and was never reported out of committee in the House. The same bill was introduced into successive Congresses, each time meeting the same end (though not always in the same way), until finally in 1956 a somewhat altered version was enacted into law. The credit for the passage of the bill goes in large part to the American Library Association and its hard-working Washington representatives, who assiduously cultivated members of both houses of Congress until the sponsors of the ultimately successful bill included some of the most eminent members of both houses. That bill stood alone until 1964, when it was amended and recast as the Library Services and Construction Act.

RECENT LIBRARY-AID LEGISLATION

Currently extended through 1971, the Library Services and Construction Act now applies to public libraries irrespective of location (the rural restriction was removed from the old act) and Federal aid is provided by its terms, as the title of the act implies, for services, broadly defined (books and other library materials, staff salaries, equipment, and other activities and purchases relating to public libraries that are included in a state plan and approved by the Office of Education), construction of library facilities, interlibrary cooperation, and fuller public library service to institutions and to the visually handicapped.

In addition to the basic act, libraries have been specifically singled out for Federal aid in recent years in a number of other acts, and they have been included by interpretation or implication in still others. A list of the legislation relating to libraries would include the following major pieces of legislation, as of 1968 (see also appendix E):

Library Services and Construction Act

Title I	Public Library Services
Title II	Public Library Construction
Title III	Interlibrary Cooperation
Title IVA	State Institutional Library Services
Title IVB	Library Services to the Physically Handicapped

[36] *See Edward B. Stanford,* Library Extension Under WPA (*Chicago: 1944*).
[37] *Daniel,* op. cit., *p. 38.*
[38] Ibid., *p. 39.*

Elementary and Secondary Education Act
- Title II School Library Resources and Materials
- Title III Supplementary Educational Services and Centers
- Title IV Cooperative Research

Higher Education Act of 1965
- Title IIA College Library Resources
- IIB Library Training and Research
- IIC Library of Congress Acquisition and Cataloging
- Title VIB Workshops and Institutes

Higher Education Facilities Act
Construction of Academic Facilities, including libraries
- Title I Undergraduate
- Title II Graduate
- Title III Loans

Medical Library Assistance Act of 1965
Construction, training, special scientific projects, research and development, resources, regional medical libraries, publications

Depository Library Act of 1962

National Defense Education Act
- Title III Instructional assistance
- Title XI Institutes

National Foundation on the Arts and Humanities Act of 1965
- Sec. 12 Instructional Assistance
- Sec. 13 Institutes

Appalachian Regional Development Act of 1965

Public Works and Economic Development Act of 1965

State Technical Services Act of 1965

International Education Act of 1966

Economic Opportunity Act

Vocational Education Act

Mental Retardation Facilities and
Community Mental Health Centers Construction Act

In addition to these acts, the Federal Government further aids libraries through its provision of special postal rates for library materials, of duty-free entry of imported library materials, and of exemptions from taxation for libraries. The depository library program is also of real aid to participating libraries, despite the fact that the receiving libraries themselves have to bear all the expense of housing and maintaining the books received thereby The Government also makes surplus property available to libraries.

In addition to the foregoing, the National Academy of Sciences-National Research Council offered aid to libraries through the Conference on Scientific Information it held in collaboration with the Council on Library Resources in 1958. The Office of Science Information Service of the National Science Foundation (NSF) has for a number of years included library-based projects in its program of support. These projects have some relevance to the Office's overall concern for the improved transfer of scientific information. The Office shares the concern of such other Federal agencies as the Office of Education in the development of a nationwide information network and has supported activities contributing to that end in a number of universities and other institutions.

For several years, NSF and the Council on Library Resources joined in supporting the work of the U.S.A. Standards Institute Standards Committee Z39 on standards in library work and documentation leading to the preparation of United States standards for a format for the communication of bibliographical information in digital form, for library statistics (referred to later in this chapter), for the abbreviation of periodical

titles, and for abstracts, proofreading, and transliteration of certain other alphabets to English.

In 1963, NSF suggested a Conference on Libraries and Automation, which was held at Airlie House, Warrenton, Virginia, May 26–29, 1963, under the joint sponsorship of the Library of Congress, the NSF, and the Council on Library Resources. The Library of Congress organized the meeting and subsequently published the working papers and proceedings. The National Bureau of Standards recently did a state-of-the-art survey of mechanized information selection and facsimile retrieval systems and published a report on its findings. And the National Archives of the United States sponsored, again with the financial assistance of the Council on Library Resources, an Extraordinary Congress of Archivists in Washington in May 1966 to consider ways to encourage greater ease of access to archives for scholarly uses.

All of these legislative programs and other actions amount to a virtual revolution in the relation between the Federal Government and libraries other than its own. Indeed, the Federal Government has moved from giving a minimal amount of support for libraries through the original Library Services Division in the Office of Education to the authorization and appropriation of millions of dollars of aid to libraries within thirty years. There is no indication at all that it has given all the aid it intends to. Quite the contrary. The very appointment of the National Advisory Commission on Libraries suggests that the Government's role in this regard may well be expanded and strengthened in the years ahead.

Some Generalizations on Legislation

It is not as important to list all the Federal legislation providing aid to libraries as it is to generalize about it. A number of points are discussed below.

First, library-aid legislation has come about chiefly at the initiative of Congress, or perhaps better put, at the initiative of lobbyists active in behalf of libraries, rather than as part of any Executive program or drive. To be sure, the Eisenhower Administration finally gave its support to the Library Services Act when its extension came up in 1960, and President Kennedy discussed libraries with some of his aides and had a definite interest in libraries in general and in the Library of Congress in particular.[39] Moreover, he is known to have considered the appointment of a library commission, but for a combination of reasons it did not come into being during his Administration. President Johnson began to lend his support to library legislation as soon as he assumed the Presidency.[40] Other concerns in the areas of national defense and foreign affairs, economic stability and development, and social welfare, however, have loomed so large ever since World War II that the Presidents were prevented from devoting much time and attention to libraries.

The lack of Presidential pressure for library-aid legislation might have been partially remedied by the advocacy of a library program by key members of the Administration, but by and large there have been no persuasive library-aid advocates in evidence in the Executive Branch in recent Administrations. Although both the former Secretary of Health, Education, and Welfare John W. Gardner and the former Commissioner of Education Harold Howe II testified in behalf of passage of the 1966 amendments to the Library Services and Construction Act, their support was confined to an endorsement of the objectives and need for the legislation and to a reminder about keeping expenditures down in the face of heavy domestic and international commitments. In any case, both

[39] *See, for example, President Kennedy's statement in the 1962 National Library Week Report* (ALA Bulletin, *Vol. 57, No. 1, January 1963, cover*) *and his special education message to Congress of January 29, 1963.*

[40] *See especially President Johnson's statements upon signing the Higher Education Facilities Act of 1963 and his State of the Union message, January 8, 1964, his message to Congress on education in 1964, his statements on National Library Week, 1964 and 1966, and his messages to the 1966 and 1967 annual meetings of the American Library Association.*

Gardner and Howe were concerned with education in general rather than with libraries in particular.[41] No other Administration spokesmen for libraries have stepped forward.

When President Johnson by Executive Order (September 2, 1966), established the President's Committee on Libraries, to which the National Advisory Commission on Libraries reported, he appointed to it the Secretary of Health, Education, and Welfare, the Secretary of Agriculture, the Director of the Office of Science and Technology, the Director of the National Science Foundation, and the Librarian of Congress. The last named cannot be considered by any stretch of the imagination as an Administration spokesman; the Secretary of Agriculture has at best only secondary interests in libraries in general (though his interest in the National Agricultural Library is understandably keen); and although the two science men have indeed demonstrated an interest in library matters, it has been primarily through COSATI and has represented a one-sided concern emphasizing science and technology and has not covered the broad spectrum of library responsibilities.

Another point that should be mentioned about legislative efforts in general is that, although it is obvious that Congress has responded generously to the demands made upon it for library aid, the response has not been based on recognition of the importance of libraries to the achievement of the nation's overall objectives. There has been no broadly based conception of how best to promote the growth and development of the nation's libraries toward that end. Rather, as it does in many areas, Congress acted in the library area in an essentially *ad hoc* manner and without taking time to evolve a fundamental policy to guide it in its actions. Thus, much of the library-aid legislation has been passed as an adjunct to aid to education rather than as a program having intrinsic value of its own. And since what has been asked for by those seeking to move Congress to act has largely been money, Federal legislation to date has been primarily limited to financial aid. Other provisions calculated to solve other aspects of the national library problem have not been included. Even in its appropriation of money, Congress has not followed a single set of precepts; it has often authorized more than it has actually appropriated, as if saying that, though the need is great and we are going to do something about it, we will not do quite as much as we indeed know we should.

Another point that should be mentioned is that the purposes for which Federal aid to libraries may be expended have been directed much more to the provision of books and buildings than to helping libraries meet the need they themselves have declared to be the most critical, namely, the shortage of trained manpower. The Council on Library Resources pointed out in its Second Annual Report in 1958 (and that was not the first time the proposition had been advanced) that the outstanding problem of library work as viewed by librarians themselves arose from difficulties in recruiting adequately trained staffs. However, Federal aid programs only began to provide assistance in that area in 1964, and with any degree of coverage only in 1965–66, and this in the face of evidence that there was by the mid-sixties an overall shortage of professional librarians amounting to about 5,000 actually budgeted positions and that, by 1975, when all the libraries now under or planned for construction are completed, an estimated 20,000 budgeted positions for librarians would be vacant. If enough librarians were hired to meet the generally recognized standards for library service, some 100,000 librarians would be needed by 1975. Perhaps the greatest need, indeed, is not even for trained personnel but for faculty members to staff library training programs.

Federal-aid legislation, in concentrating on money for physical things, has not only neglected library personnel but perhaps even more importantly, research into library problems. For years, virtually every discussion of library needs in the United States has given heavy emphasis to the need for research into a wide variety of library problems to

[41] The Library Journal 92 (*May 15, 1967*), *pp. 1896–7, carries an article by John W. Gardner that portrays his interest in libraries.*

yield the knowledge necessary to plan adequately for library development. As Keith Doms, Director of the Carnegie Library of Pittsburgh, put it:[42]

> While there is much that can be done and should be done right now, librarians and their governing bodies . . . are severely handicapped in planning for the future. They need to know more about many things. As a specific example, why do some people use libraries while others do not? . . . [H]ow much is really known about [the] market? In other words, library planners have an urgent need for more information about users, manpower requirements, the suitability of library materials, interlibrary relationships and other areas which bear directly and indirectly on the question of access.

Yet for the most part Congress has neglected library research. From 1959 to 1964 library-related research received some $8.7 million, mostly from non-Federal sources. Only in 1966, when Title II-B of the Higher Education Act of 1965 was amended to include a library research program, was cognizance taken of its importance. There is still a vast deficiency to be made up.

Library-aid legislation to date has not provided equally for all types of libraries. Instead, it gives priority to public libraries, school libraries (broadly defined to include both elementary and secondary schools and colleges and universities), and medical libraries, leaving special libraries (other than medical libraries) and independent private research libraries virtually cut off from Federal support. Some of the most important library collections, however, are held by these libraries.[43]

Library-aid legislation to date, as Walter Brahm, State Librarian of Connecticut asserts, serves only to reinforce the present pattern of proliferation of library resources. Brahm points out:[44]

> Under the present federal program a state university, a city university, a new medical school, a community college, a private university, school libraries, and the public libraries in the same metropolitan area could all be receiving federal aid without any attempt being made to study the possibility of some coordination or to bring it about in actuality.

Present legislation for Federal aid to libraries channels funds mostly through the states, on the assumption that state library agencies are strong and that the states are uniform in their desire to promote library service. These assumptions have never been tested and in fact may not be valid. (See chapter 9.)

Library-aid legislation has neither been drafted nor administered with adequate consideration given to the other library involvements of the Federal Government. To a large extent, each piece of legislation has been conceived and implemented in isolation, without taking the related programs of such agencies as the National Science Foundation into account. By and large, Federal libraries receive no help under library-aid legislation. To be sure, the Library of Congress was granted $4 million for the shared cataloging program under Title II of the Higher Education Act, the Smithsonian Institution has been appropriated funds for cataloging biological specimens, the Department of Defense has been given funds in support of library studies through the Army Technical Library Information Services, and Army Special Services has been appropriated funds to supplement book collections in camp and post libraries. But these are the exceptions that prove the rule that Federal libraries do not receive aid under the library-aid legislation.

As helpful as Federal aid to libraries has been, it has not enabled libraries to keep up with the knowledge explosion in the United States. So much is being added every year to the informational resources of the nation that libraries everywhere and of every kind

[42] *Keith Doms,* Access to Library Service, *a paper prepared for the April 16, 1967, meeting of the National Advisory Commission on Libraries, p. 19.*
[43] *Many special libraries are maintained by private business organizations; these would probably not be encompassed by any Federal-aid program.*
[44] *Walter Brahm,* Library Journal *92 (May 1, 1967), p. 1805.*

are falling steadily behind in acquisitions, storage, and availability of materials to users. The situation is one of geometric increase in knowledge and materials to be handled with only an arithmetic increase—if that—in the ability of libraries to handle it. The National Inventory of Library Needs, made by the American Library Association in 1965, showed that the immediate needs for the country's school, academic, and public libraries *alone* amounted to $4 billion—this to meet cost of materials, staff, and operation only. Neither construction and equipment costs nor the costs of inflation were included in the estimate. If this figure is accepted as a minimum, it is obvious that Federal aid so far has not even dented the surface of library needs. Indeed, there is unanimous agreement that library service in 1968 is grossly inadequate and is falling behind steadily, despite Federal aid.

Perhaps the great deficiency of present Federal-aid legislation involving libraries lies in its administration. Library legislation has been considered originally by a number of separate committees and subcommittees in Congress, and so it has never been seen as a whole. Thus the legislative product has been a series of separate packages that have been assigned for administration to a variety of units within the Executive Branch. There also the approach is fragmented, and nowhere is library legislation dealt with as a single whole. Conceived of by Congress as a side issue to education, most library programs have been entrusted for their implementation to the Office of Education, where, if they have not quite been sent to the chimney corner, they have even so been handled at the fringes of the Office's concern.

Congress has not required the Office of Education to organize so as to deal with library programs in a coordinated manner, and lacking legislative mandate, it has not done so. Nowhere in the Office are all the library programs brought together for consideration and planning. As of 1968, responsibility within the Office of Education for the administration of library programs and the conduct of library-related activities were divided between the Bureau of Adult, Vocational, and Library Programs (Division of Library Services and Educational Facilities), the Bureau of Educational Personnel Development, the Bureau of Elementary and Secondary Education (Division of Plans and Supplementary Centers), the Bureau of Higher Education (Division of College Facilities), the National Center for Educational Statistics, and the Bureau of Research (Division of Information Technology and Dissemination, Educational Research Information Center (ERIC), and Library and Information Sciences Research Branch). This division of responsibility not only fragments the Office's concern with libraries, but results in a different center for decision-making for the several different aspects of Federal library activity. Moreover, not all of the units have even one trained librarian to give professional assistance. Nor have any formal arrangements been established for coordination of the work of the other units with the Division of Library Services and Educational Facilities.

The Library Services Division itself has operated under several handicaps. For quite a while its staff was too small in numbers and not specialized enough in many aspects of librarianship to fulfill adequately the functions required of it—for instance, there were no specialists in library construction, in library service to state institutions, or in service to the blind and physically handicapped. Even the position of director was vacant for over a year.

The Division of Library Services was reorganized in pursuance of Secretary Gardner's directive to decentralize to nine regional offices in Boston, New York, Charlottesville, Atlanta, Chicago, Kansas City, Dallas, Denver, and San Francisco. (For some recent trends in the Office of Education, see chapter 11.) Under the arrangement, program guidance comes from the Washington office; librarians at the regional offices handle day-to-day operations under the supervision of the Office of Education Regional Bureau Director. Thus the same person deals with all library problems—a person who must necessarily be a generalist. Also Congressional reluctance to appropriate funds could create a problem for the effective coordination of the regional offices; telephone

communication achieves only partial coordination. The *Library Journal* worried in an editorial about whether it would result in the creation of:[45]

> . . . nine little semi-independent Library Service Branches. The dangers inherent [in this result from the fact that] [f]ar from having outgrown its essentially rural and suburban orientation, the administration of the Library Services and Construction Act to date shows that the thinking out in the field—at the state library agencies—is at best evolving slowly. With some notable exceptions, state library officials have not been coming to grips with . . . metropolitan problems, and indeed have shown an inability to work constructively with either big city governments or library officials. Whether this situation will improve or deteriorate when the decisions are being made on a regional basis is impossible to predict at this point; almost surely the danger will exist of weakening of standards and the adaptation of guidelines to the predilections of the regions. The program has been marked by weaknesses at the state level and in an inability of metropolitan and state library officials to work together; if the proposed regionalization of the Office of Education can solve these failures in the administration of the national program, it may well justify the inflation of staff expenses that will be necessary to duplicate the functions of the Washington office in nine separate locations.

AGENCY PROBLEMS IN ADMINISTRATION OF LIBRARY LEGISLATION

Office of Education

The Office of Education itself is plagued with problems, which inevitably affect the conduct of library programs as well as all of the other functions the Office performs. It has become almost exclusively oriented toward the administration of grant programs, and in the last few years has been so plagued by the continual addition of new programs that it has been hard put to get any of them well launched in terms of procedures and personnel before a new rival for attention comes along. In addition, the Office of Education is plagued by a degree of "bureaucratism" as are most Government agencies. Oriented as it is toward classroom teaching, it lacks an articulated, overall library policy to guide library program officers. The civil service procedures and red tape that it must follow are not yet oriented toward professional people and so have a particularly restrictive effect on library personnel in the agency. The lack of professional librarians on the staff has not been made up for in other ways.

The library staffing problems of the Office of Education are not entirely due to civil service restrictions, however. Part of the problem may be in the classification office of what is now called the Bureau of Adult, Vocational, and Library Programs. And part of it lies within the general climate of attitude within the Office of Education. An interview with some of the staff who have resigned in the last two years would reveal unbearable frustrations and profound discouragement over the future of the library program of the Office of Education and its chances of surviving as a dynamic force. The new Director of the Division of Library Services and Educational Facilities was faced with an extremely difficult recruiting problem because of the deterioration of the image of the Office and its program.[46]

Title II of the Higher Education Act of 1965 provided for the establishment of an Advisory Council on College Library Resources in the Office of Education, to consist of the Commissioner as chairman and eight members appointed by the Commissioner with the approval of the Secretary of Health, Education, and Welfare, and the Commissioner has made limited use of this, but there has not been utilization nearly to the degree there

[45] Library Journal *92 (January 15, 1967), p. 175.*
[46] *Comments of Paul Howard, Executive Secretary, Federal Library Committee, to author, July 20, 1967.*

might have been at all stages in the program process. Similar councils have not been required for other aspects of the library program administered by the Office. Without the specific requirement of establishing such councils, the Office has not gone about doing so and so has lacked the consultation and advice it might have profited from. As the *Library Journal* pointed out editorially:[47]

> . . . the library profession has had little to say about the contemplated changes [in the organization of its affairs]; they have been imposed by fiat from above essentially, in the name of "creative federalism," and rather than reflecting any thinking or influence by the library world, seem to be carrying library concerns along in a general panic reaction to outcries of indignation both from North and South against the occasionally stern rulings of the Office of Education on the use of federal funds.

Nor has the profession's advice been sought as it might have been on other matters, in particular on the development of guidelines for the implementation of the aid program. There is some feeling that in making guidelines, the Office introduced variations from what seemed to be the Congressional intent. Thus OE did not allow school libraries to buy workbooks or other expendable materials, although it was not prohibited in the statute. Again, the wording of the law permitted states to make a choice between textbooks and library books; the regulation set by the Office of Education forced primary attention to be on library books.

The Office of Education professes to have the following objectives regarding libraries:

1. The development of methods and standards for planning and evaluating library service programs.
2. The stimulation of new ideas and experimentation re libraries.
3. The promotion of a national network of libraries and information centers.
4. The promotion of library research.
5. The strengthening of state libraries.
6. Helping to relieve the library manpower shortage.
7. Fostering of public understanding and support of library needs and services.
8. The promotion of correlation and coordination of Federal library programs.
9. The encouragement of coordination between Federal, state, local, and private library efforts.
10. The promotion of library development in metropolitan areas and through interstate cooperation.

In fact, however, the way OE is organized to handle libraries and the overall problems they face places a severe handicap on the accomplishment of many of these objectives. It should, of course, be emphasized that organization is only part of the problem. Experience elsewhere in the Government makes it clear that organizational handicaps can be circumvented by imagination and leadership. Given these, an intra-Office effort might well have got around the organizational difficulty without involving any reorganization to accommodate libraries at all. Indeed, it is still quite possible to do so. (The Office of Education speaks for itself in the previously mentioned specially prepared paper for this book; see chapter 11.)

Obviously the administration of the various library acts has had an impact on all levels of government below the Federal level, particularly on the states. One of the primary problem areas in the Office of Education, indeed, is that of intergovernmental relations, a problem which has only begun to be grappled with there. But since this subject is being dealt with in other studies prepared for the National Advisory Commission on Libraries, it will not be treated here (see chapter 9).

[47] Library Journal *92 (January 18, 1967), p. 175.*

Superintendent of Documents

The Office of Education is not the only Federal agency involved in the administration of library legislation. The Superintendent of Documents is also involved in library policy through the implementation of the Depository Library Act of 1962, which he administers. The Act of 1962 attempted to correct the situation growing out of the limited number of depositories by raising the permitted number of designations in each Congressional district from one to two and Senatorial designations from one to two. It provided for better distribution of publications and for preparation of an annotated list by the Superintendent of Documents. An important additional advance was the provision for a system of regional depositories (two in each state), which would be required to maintain *all* Government publications distributed through the depository system. Today there are thirty-seven regional depositories.

A final very significant change was a provision bringing into the depository distribution system not only the Federal publications produced by the Government Printing Office, but also those produced in Government departments and field plants throughout the world. Although the system established by the act was intended to make Federal documents more widely available to more libraries, and to users of libraries, implementation of the act has not lived up to the expectations of some. Although the number of libraries has increased to 963, so far it has only been possible to include four agencies (the Department of the Interior, the Department of Labor, the Department of State, and the Bureau of the Census) in the program of non-GPO distribution. The undertaking is so huge, involving as it does the printing and distribution of an avalanche of materials, that more rapid inclusion of other agencies has so far not been feasible. The Superintendent of Documents has neither the budget, staff, nor space to handle much more than has already been included.

The inspection of depository libraries provided for in section six of the act has been implemented only by questionnaires every two years and by personal inspection supplemental to the questionnaires only when serious difficulties are revealed to exist. Otherwise problems are handled by mail. The advisory committee of librarians that was appointed by the Public Printer to aid in the development of the depository program has had very little referred to it, although ways to tie it in better with the program are being explored.

There has been some response to state efforts to establish statewide planning for depository programs, but leadership has not been exerted in developing state or national programs. In effect, the act has been implemented so slowly that it has not produced the results hoped for when it was enacted.

Civil Service Commission

The Civil Service Commission is also involved in the administration of library programs through its control over personnel practices. Like most other units of the Government, the Office of Education in its employment of librarians is confined within the restrictions set by the Civil Service Commission. Although the Commission has recently worked with the Federal Library Committee to provide better publicity and consideration of personnel for Federal libraries, going so far as to create wholly new classifications and registers for them, the Office of Education's need for library specialists has so far not been given special attention. Thus the director of the Library Services Division had to spend the bulk of his time immediately after assuming office on January 1, 1967, in negotiating with the Commission with regard to filling the vacant positions in his unit with suitable personnel. Pay scales and job classifications have so far not been adjusted to meet the special needs of professional librarians, and the library program of the Office of Education has suffered as a result.

In this, of course, library programs are not significantly worse off than a number of other critical manpower areas in the Government. Thus there is a shortage of scientists, lawyers, and other professional people in many Government agencies. When the overall problem is attacked on a Government-wide basis, relief in the library sector may be expected.

Bureau of the Budget

Although it is not charged with particular responsibility for the administration of library programs, the Bureau of the Budget must be mentioned as another unit in the Executive Branch with an important impact on library legislation. Over the years, fiscal planning and management research and analysis have become major activities of the Bureau in most of the areas of Government activity and policy. In recent years, the Bureau has extended these activities to the Government's library programs, for it had early recognized the importance of the library function to the successful operation of Government and has been instrumental in focusing Presidential attention on libraries.

Although the Bureau works with libraries as it does with other areas of Government activity, largely behind the scenes, it is evident that it played a large part in bringing both the Federal Library Committee and the National Advisory Commission on Libraries into being, and that it has continued to provide assistance to both groups. Moreover, the Bureau of the Budget has taken an active role with regard to the aid-to-libraries program. Thus a Bureau staff member was assigned in 1963 to work on library legislation currently before Congress. Again in 1964 the Bureau worked on library legislation, this time to get included in the Library Services and Construction Act a provision for coordination between school and public libraries with the purpose of stimulating the use of public libraries by school children. A section was actually written into the draft law but was subsequently taken out by Congress (the section title, "Section 4, Development of Library Services for All Students," was left in the body of the act as it was passed but the rest of the section was deleted). The Education Program Evaluation unit gives regular analysis to all education bills, and on the basis of this, the Bureau has made several suggestions concerning library programs, including the proposal for the several different kinds of grants that was made part of the Library Services and Construction Act in 1964.

Although the Bureau of the Budget has taken no official position in regard to the administration of library legislation via the instrumentality of a circular or bulletin, a number of members of the Bureau's staff maintain continuing interest in library matters and speak for libraries when the occasion demands. One member of the Bureau staff, J. Lee Westrate, has been especially concerned with the Government's library programs. The Bureau, however, operates under an extremely heavy workload, and it cannot be expected always to take the initiative in library matters. Rather, it tends to feel that the operating agencies—the national libraries, the Federal Library Committee, and particularly the Office of Education—have been given the ball and that they should run with it, without looking to the Bureau of the Budget or to Congress for specific authorization for each play they make. Bureau staff are available for advice and consultation on both substantive and procedural matters, but their role necessarily stops short of assumption of the larger planning and operating functions, which must remain with the individual agency.[48]

[48] *A prominent Federal librarian dissents strongly from this view. Paul Howard, Executive Secretary of the Federal Library Committee, feels that the Bureau of the Budget (BOB) reflects "the general indifference which management has for libraries. Librarians have not been able to establish their programs as contributing materially and measurably to operations. No cost benefit ratios have been established partly because mangement is not willing to accept intangible benefits or any measures except time and money. BOB also seems to be willing to sit as a bystander while opponents grapple over issues, then to support the winner. In this situation new developments often have rough going." Comment of Paul Howard to author, July 20, 1967.*

SIGNS OF PROGRESS

There is no doubt that the rapid burgeoning of Federal aid to libraries in recent years has had a major impact on library needs and on the solution of the nation's library problems. Indeed, it would appear that the battle for library aid has been largely won. The Government has recognized libraries as a vital part of the total education complex and has made a definite and long-range commitment to aid libraries in fulfilling their role. Generally, Frederick H. Wagman, Director of Libraries at the University of Michigan, has observed, "Federal legislation in recent years in support of libraries has been enlightened and well directed."[49]

In terms of money alone, the Library Services Act and its successor, the Library Services and Construction Act (LSCA), had resulted in the expenditure of $108.2 million in Federal funds for books and library materials by the end of the 1966 fiscal year. In FY 1968 alone, through the LSCA, the Federal Government expended $18,185,000 on the construction of new public libraries in the United States, $34,934,538 on extending public library services to areas in need of improved services or services for the first time, and $578,830 on state institutional services and services to the physically handicapped. Furthermore, a dent on the accumulated research needs was made by the appropriations in FY 1968 of $3,550,000 for library research efforts. As for manpower, a good many librarians have been able to participate in a workshop or institute, and many students have been able to begin library training under the several Federal programs for library education.

Millions of citizens now have access to books and library facilities for the first time in their lives, and millions more have access to better facilities and larger collections of books. What is more, Federal aid legislation has been eminently successful in stimulating state and local support for libraries as a result of the matching feature common to most of it.

A NATIONAL LIBRARY POLICY

By the middle of 1968, the Federal Government was deeply involved in the American library scene. With its own libraries, it was the proprietor of far and away the world's largest library system, encompassing libraries of all kinds. Through its numerous programs of Federal aid to libraries, it was a partner in library developments in most of the areas of library operation and development beyond its own walls. In the process, many parts of the Federal Government had become involved: Congress, through its original action in creating Federal libraries and adopting aid legislation and through the continuing need for appropriations; the President and many agencies in the Executive Branch, some operating their own libraries, others responsible for administering aid legislation; and even the Judicial Branch, to the extent that it housed a number of Federal libraries.

Yet the Government had come to its deep commitment and involvement almost by chance, willy-nilly, without having planned to do so in the first place and not following any carefully enunciated policy as to how to proceed in the second place. No one, inside the Government or outside it, knew whether the overall program was soundly conceived or whether it was being operated in the most efficient and effective way possible. Not until the National Advisory Commission on Libraries was appointed and began to function was a concerted effort made to find out.

[49] *Frederick H. Wagman,* A Federal Government Structure to Deal with National Library Needs. A Paper Prepared for the April 18, 1967, Meeting of the National Advisory Commission on Libraries. *Mimeo. p. 4.*

Under the American system of distribution of powers, it is likely that most would agree that power to create and promote libraries lies primarily in the area of power generally held to be reserved to the states, and further that the states have chiefly concerned themselves with passing enabling legislation permitting local units of government to establish and maintain libraries. Boston led the way in establishing local public libraries by requesting the state legislature to permit it to tax to do so. Massachusetts responded affirmatively to Boston and to several other towns and finally passed general enabling legislation in 1851. Since then, all the states have done so, and since the enactment of the Library Services Act of 1956, in particular, have gone on to create state library boards and become involved in statewide library planning. But like the area of education, which has also been generally held to be within the power purview of the states, libraries fall within the range of subjects which the Federal Government can reach through its power to spend money to promote the general welfare of the United States, specifically through the grant-in-aid device.

Of course, there are no restrictions, implied or otherwise, on the Federal Government's power to enact library legislation applicable to Federal territories or affecting Federal institutions or the Federal Government itself. Thus the library field, like so many others, is one in which power is shared by all three levels of government in the United States. Increasingly, library activity has become cooperative and interrelated; in recent years, as has been noted, library legislation has made specific provision for interlibrary cooperation. With little or no difficulty, libraries could be made an excellent case study of intergovernmental cooperation, of cooperative Federalism at work.

Today it appears that the President and those concerned with library matters generally are acting on the assumption that the Federal Government has a responsibility for ensuring that the information and knowledge in the nation's libraries is made available to the American people and that it must act so as to convert that responsibility into fact. Within recent years a general understanding has developed that a number of library problems can no longer be solved locally or even regionally if the solution is to be the most economical and effective one that could be derived. Cataloging, automation, preservation, research, the development of a national network, all seem to require an exertion of national leadership and national power. No one, however, wishes to see a monolithic approach taken by the Federal Government. Local and private libraries must continue to have a large role to play in the achievement of overall library objectives. The kind of solution being suggested more and more frequently for the library problem involves bringing all the parties involved in library service together under Federal leadership and with Federal support for the most effective operation of each.

To bring this about, and particularly to identify the proportions of the role the Federal Government will be required to play in bringing it about, it is necessary first to conduct a great deal more research and study before an adequate amount about the Federal Government and libraries is known. At the most, this study has only laid out the general terrain and provided a few directions to exploring it. A well-conceived and amply supported research program is a basic need.

More important even than acquiring accurate and up-to-date knowledge about the Federal Government's relation to libraries is the development of some sort of comprehensive policy to guide future actions and to base judgments on what changes in present policies must be made. The development of such a comprehensive policy becomes steadily more imperative as the amount of Federal financial investment in library activities grows. Even without having all the information available to guide them, a number of people have given thought to what kind of general library policy might be developed within the context of current Federal Government policy to enable the Government to make the greatest contribution it can to accommodating the knowledge explosion about which so much is written. The final part of this paper is concerned with presenting some conclusions with regard to a national library policy that seem to represent the consensus

of current thought on the subject. The National Advisory Commission on Libraries did recommend a broad and basic National Library Policy (chapter 12, section B), but the ongoing development of detailed policy is very much part of the job ahead.

GENERAL CONCLUSIONS

It is axiomatic that before it will be possible to frame a Federal library policy, agreement will have to be reached among those concerned with libraries as to what that policy should be. There is no doubt but that the failure to have developed such an agreement on policy to date reflects the lack of consensus, even among librarians, as to what a national library policy should be. Even on the basis of a cursory acquaintance with the library profession, it is possible to ascertain that it is not a solid phalanx but that instead it represents within it a good many divergent points of view on the ideal national policy as well as on other questions. The interests and concerns of school librarians are thus understandably quite different than those of research librarians, and even the prestigious American Library Association has not been able to bring these divergent points of view together. Within the Government, the same differing points of view as to library emphases and development are present and have yet to be reconciled.

Furthermore, no such policy declaration can be pronounced in final form as long as there is as great a void of information about libraries as there is at present. Although library statistics were originally collected by the Smithsonian Institution in 1850 and other compilations have been made from time to time since then, and although between 1936 and 1965 statistics were collected by the Library Services Division of the Office of Education, there is not today a single source of totally reliable and complete library statistics available upon which to base the thinking and discussion on which a national declaration of policy might be based. It might be noted in this connection that the split of interest and concern among librarians is reflected in what statistics about libraries it is desirable to collect. There is a notable lack of agreement among the different kinds of libraries, and between libraries of the same kind for that matter, on standards of measurement. As the Council on Library Resources points out:[50]

> Do ten pamphlets bound into one volume count as one or ten? Does a university law library count as a separate library or a branch? How is a collection of originals equated with one composed of microcopies? How are reference services measured—by the number of questions answered or the time spent in answering them? What is the common measure of cataloging in a small public library and in a specialized scholarly library?

Until these basic differences are resolved, a satisfactory set of library statistics will remain elusive. Fortunately, the possibility of arriving at such a set has recently been vastly improved by the work of Standards Committee Z39 referred to earlier.[51] Agreement on statistical standards alone is not enough. The Office of Education's National Center for Educational Statistics, which was created in 1965 and was to have included library statistics, needs to be improved operationally to the end that more complete library statistics are gathered and made widely available for use.

Experience with other areas of Government activity points out the desirability of having a focal point for attention to the problem at hand before a policy for working on it can be evolved. Thus, the basic premise of the Full Employment Act is that the Government, under the Congressional mandate to maintain economic stability set forth in the wording of the act, is to be guided in achieving it by policy recommendations emanating from the Council of Economic Advisers, which was created by the act itself. As the present paper has shown, concern for library matters is divided in the Government; though there are two agencies with major library responsibilities (the Library of

[50] *Council on Library Resources*, 7th Annual Report, op. cit., *p. 31.*
[51] *Standards Committee Z39 is discussed under the heading "Recent Library-Aid Legislation."*

Congress and the Office of Education), neither of them is specifically charged with broad responsibilities for libraries, and there are several other Governmental units with varying degrees of library interest and responsibility as well. Nor is Congress structured to deal with libraries per se. The result is that, with no one responsible for comprehensive policy formulation, it has not been developed.

Even the designation or creation of a responsible agency, however, will not automatically result in the development of a stable and comprehensive library policy. Even with a responsible agency in existence, the development of a library policy, as of any other kind of governmental program, will require leadership. The American governmental system has come in recent years to respond chiefly to Presidential leadership, so that what is required is Presidential interest in and concern about libraries.

Former President Lyndon B. Johnson early demonstrated the depth of his interest in libraries and, what is more, in their role in the attainment of the aims of the Great Society to which he pledged his Administration. However, even his interest was affected by the competing pressures and needs of the time. What will be the case with President Nixon remains to be seen. Obviously, the priority of library needs is low compared to those of our forces in Vietnam, the space program, civil rights, urban renewal, and the attack on poverty. But only the President can decide where development of a library policy fits into the list of priorities for the White House.

SPECIFIC POSSIBILITIES

Assuming that all the foregoing requisites for the evolution of a national library policy are met, what might that policy contain?

Society's Expectations of the Federal Government

There is agreement, first of all, that a national policy should make clear just what the nation and particularly the library community has a right to expect of the Federal Government as far as libraries are concerned. Those expectations might include:

1. Government action based on purposeful library planning which includes all kinds of libraries in its scope.
2. Library statistical and research services of a broad and comprehensive nature.
3. Continued and increased Federal financial aid to meet the mounting costs of library development.
4. Consideration of the role of libraries in bringing about the development of a national network of information services.
5. Usable by-products of the activities of the Federal libraries for the entire library and academic community.
6. Fair, rapid, and understanding administration of Federal library programs, including the establishment of harmony between Legislative intent and Executive interpretation.
7. Recognition of the role of state, local, and private libraries in the full development of library resources in the United States.

In general, as has been said:[52]

> Federal legislation can lead the way by giving priority to larger units of service, cooperation among various types of libraries, [and] centralization of such functions as cataloging, technical processing, data processing, acquisition, retention, special indexing, circulation control, binding, interlibrary loans and hard-to-answer reference questions.

Focus on Realistic Library Goals

Next, the policy should be cast in terms of attainable objectives rather than in terms of an ideal situation. As Frederick H. Wagman, Librarian of the University of Michigan,

52 *Guenther A. Jansen,* Library Journal *92 (May 15, 1967), p. 1905.*

commented in the previously mentioned paper prepared for the National Advisory Commission on Libraries, increased Federal activity in behalf of libraries in recent years:

> . . . has led in some quarters to the rather holistic and wishful thought that, given intelligent planning, the stimulus of extra financial support for cooperative interlibrary undertakings, and the imaginative employment of modern technology, it may be possible to design a "national library system" which will reduce redundancy in library work, fill the still enormous gaps in availability of library service, and provide us with a national library network whose capabilities will correspond to the rapidly growing national need for highly improved information services of all varieties.

Obviously such a single integrated system is a long-range ideal which is difficult to define today in other than the vaguest terms. Too much attention to microfiche, informational retrieval, and photoscanning, while of long-range importance to be sure, may serve to alienate local librarians whose concern is to supply simple books to basic readers. Given the "enormous gaps in the availability of library service" Wagman refers to, basic library needs must be met before sophisticated additions can be introduced. Thus attention must first be paid to more immediately attainable library goals.

Appropriations up to Amounts Authorized

Recognizing that, basically, present library-aid legislation is in itself good, the immediate need is for appropriations up to the amounts authorized by the various legislative acts providing aid to libraries on the one hand and for increased appropriations to the Library of Congress on the other. The handicap that space deficiencies in particular impose on the Library's overall efforts must be removed at the earliest possible moment.

Reorganization and Coordination

Furthermore, a structural reorganization of the Office of Education is necessary to bring the library programs administered there under one administrative unit, and some provision for the coordination of all other library activities of the Federal Government with those under the jurisdiction of any new unit should be made. The Civil Service Commission should give special consideration to the personnel needs of Federal libraries and of personnel for administering library-aid programs.

At the same time steps should be taken to bring about closer coordination between the three national libraries themselves, between them and the other Federal libraries, between all the Federal libraries and the other agencies in the Federal Government concerned with information retrieval and storage, and lastly between the library-and-information-oriented activities of the Federal Government and those elsewhere in the nation, leading eventually to the establishment of some sort of cooperative network of American libraries.

Research Toward an Eventual Network

The Library of Congress might be assigned responsibility for coordinating the research in this latter area and for planning at the same time an expansion of the National Referral Center.[53] Perhaps it can bring to bear on these problems the same kind of imagination and enterprise it has demonstrated in connection with Title II-C. Simultaneously with all the foregoing actions, research should be undertaken to permit the gaps in knowledge about libraries and library needs and possibilities to be filled, and as knowledge and statistics are accumulated, program and policy plans should be made

[53] *Although much of the present paper contributed to the National Advisory Commission on Libraries' deliberations, resulting in specific recommendations for immediate action and further study by continuing bodies, the Library of Congress was specifically excluded from responsibility for "the development, administration, or coordination of a national library system." Research and development toward a prototype network as first step in a national system was recommended as a function of a new Federal Institute of Library and Information Science. See Chapter 12, Section D.*

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to meet those needs and realize those possibilities. The Library of Congress should be doing much more research than it now can on library technology for all the libraries in the United States. The success of the MARC project shows what can happen if enough research funds are appropriated.

Creation of a New Agency

To spearhead the drive for the accomplishment of all these actions and particularly to perform planning, coordination, research, clearinghouse, and recommendatory functions, it may be necessary to create a special library agency within the Federal Government and perhaps to create a special library subcommittee of the Congressional committees on education and labor to provide the proper kind of attention to library needs in the Congress.

Creation of Public Understanding

Ultimately, library needs will not be met until widespread understanding of the vital importance of libraries to American society is achieved. The achievement of that understanding will require the combined efforts of the Federal library agency, the library profession, and inevitably of the mass media and the nation's educational facilities.

FURTHER DISCUSSION OF ALTERNATIVES

In considering any structural reorganization of the Office of Education, it might be noted that the American Library Association, as perhaps might be expected of a specialized professional group, has recommended that "all library activities in the Office of Education should be concentrated at a high level under one Commissioner, and that fragmentation of programs involving libraries should be stopped."[54] Moreover, the Association has also recommended the development within the Office of Education of "a strong staff to review all library activities . . . and to maintain leadership not only within the limits of current legislation but in terms of an ongoing program."[55] Finally, the Association is convinced that "it is essential that each of the [regional offices] be staffed adequately with professionally trained librarians to administer the [several] programs" so as to realize their full potential.[56]

In considering rationalization of the Federal library situation, it should be noted that no one has suggested requiring complete uniformity in the operations of the many Federal libraries. It must be accepted as axiomatic that Federal libraries are service units, existing to advance the programs of their parent agencies, and as such, subject to a variety of standards and procedures that are integral to the functioning of the agencies of which they are a part; thus a great deal of diversity must be expected and permitted among the libraries. What can be achieved hopefully is to bring about specific statutory and budgetary recognition of Federal libraries and to give them sufficient support so that they can be developed as models in both service and processes. Taken as a whole, opportunity should be provided for consultation and coordination, a reduction of overlap and duplication, and the development of joint procedures that will advance and improve the service extended by all the libraries, to the end that the Federal Government has a total library service that is fully commensurate with its research and information needs.

As for the development of a central unit as the focal point for library matters in the Federal Government, a number of alternatives has been suggested, but there appears to be consensus that some sort of unit will be necessary if national library policy is to be developed and implemented. Some of these alternatives are:

1. Continue the original National Advisory Commission on Libraries in being until its report has been studied by the President, Congress, and the public and

54 *"Statement of the American Library Association on Relations of the U. S. Office of Education to the Libraries of the Nation" for the National Advisory Commission on Libraries, April 13, 1967, p. 3. The National Advisory Commission on Libraries did recommend an Associate Commissioner for Libraries, specifying only an overall leadership function.*

55 *American Library Association,* Federal Legislative Policy, op. cit., *p. 11.*

56 *"Statement of the American Library Association,"* op. cit., *p. 5.*

there has been ample time for its recommendations to have been given wide publicity—perhaps for two more years.

2. Continue the original National Advisory Commission on Libraries, placing it in the Department of Health, Education, and Welfare as a staff agency responsible to the Secretary, and create within the Office of Education a Bureau of Libraries to serve as the granting and operating unit.
3. Convert the original National Advisory Commission on Libraries to the National Library Commission as an independent agency in the Executive Branch.
4. Endow the Library of Congress with overall national library responsibilities, leaving it where it is in the structure of the Federal Government.
5. Pull the Library of Congress out of the Legislative Branch, make it independent, specifically designate it as *the* national library, and endow it with overall national responsibilities.
6. Make use of COSATI, or another horizontally organized agency, bringing together all the important information-oriented elements in the Federal Government.
7. So reorient the Library Services Division of the Office of Education that it could perform the function.

Those who favor the first stress that what is needed is the articulation of a national library policy and its acceptance by Congress and the Executive departments and agencies as a *commitment*. No permanent agency is required to bring this about; indeed, it is argued, a permanent agency would be superfluous, once a Government position in regard to libraries has been defined and accepted. Leadership and coordination to this end can be supplied within the existing structure of the Government, both in the Executive Office of the President and in Congress, where there are already a number of good friends of libraries.

Those favoring the second argue that the dynamics of the library situation in the United States will make necessary a continuous re-evaluation of the national library policy, and thus that an agency specifically charged with that responsibility remains a necessity. But rather than giving such an agency both staff and line functions, they would place the operating functions where most of them are now, in a strengthened and broadened unit within the Office of Education.

None of the other alternatives have won many adherents. The third alternative is generally held as administratively infeasible and so as unlikely of adoption. The fourth and fifth alternatives are generally regarded as unlikely to appeal to Congress and thus as politically impossible. The sixth alternative is generally held to be impractical in that an agency so structured would lack an effective power position *vis-à-vis* other Executive agencies on the same level, and the seventh alternative seems on the face of it to lack reality.

It is obvious that no national library policy can be implemented without the participation of the Library of Congress, and one of the problems of creating a permanent Commission would be in working out its relation to LC. Most observers agree that Congress is not likely to let the Library of Congress go, so that it will probably remain restricted and unable to assume the role itself. COSATI has already damned itself in the eyes of a good many by the independent course it has taken, and in so doing it has damned other units of its type. And there seems general agreement that the possibility of developing a satisfactory unit within the Office of Education is remote. Thus on balance it would appear that the first alternative might be the best.[57]

As for the Library of Congress, the evidence seems to be conclusive that the American pattern of national library service is too well established to permit a basic

[57] *The National Advisory Commission on Libraries lost its formal existence on completion of its Report. It did in fact recommend a permanent National Commission on Libraries and Information Science, leaving the question of its placement in the Federal structure for future decision, but suggesting the Office of the Secretary of Health, Education, and Welfare. See chapter 12, section D.*

change in organization now. The Library of Congress is a national library, as are the National Agricultural Library and the National Library of Medicine. When the three national libraries have been more closely related to the other Federal libraries, as they will be when they all begin to follow the general guidelines laid down in the Federal Library Mission, the library services of the Federal Government will very likely have reached the maximum amount of consolidation possible. The Library of Congress may well develop its leadership potential in a number of fields where it has so far not been active, especially in the area of research, and it may come to be *primus inter pares*. But it appears to be doubtful that there is any real likelihood of any more formal recognition coming about.

The possibility and utility of appointing a Board of Regents for the Library of Congress has also been raised.[58] The suggestion, in fact, is an old one, and the precedent has been used in the case of the NLM. Perhaps feeling that the Joint Committee on the Library serves in that capacity, or perhaps because no satisfactory way of composing such a body has ever been worked out, it has not been acted upon as far as the Library of Congress is concerned. The argument for it stresses that it would strengthen the hand of the Library in arguing its own case and that of libraries in general before Congress; that it would provide a way to bring the needs of the scholarly community clearly, and in a coherent and coordinated manner, before the Library and the Congress (now any group—and there are a great many—must approach both independently); and that it would assure that the Library's programs and interests took into account all aspects of the national library picture. By and large, however, the consensus seems to be that Congress is not likely to act on the suggestion, but that it might well reconsider the possibility.

The Library does make use of a variety of advisory committees as a sort of substitute for the kind of service a Board of Regents could offer it, but they do not in any sense perform the necessary function of linking the Library to the broad constituency the Library serves on the one hand or to Congress on the other. The present advisory committees are appointed by the Librarian; they have no statutory basis; they are not supported out of Congressional appropriations; and their advice is solicited only on items suggested by the Librarian, and when offered, may be accepted or disregarded as he sees fit. Careful study of the utility of the Board of Regents of the National Library of Medicine to the effective functioning of that library might produce evidence that would serve to remove Congressional hesitation to provide the Library of Congress with a similar body.

In considering the depository library program, it should be noted that one weakness of the program is to be found at its very center. To date, Federal agencies have not complied wholeheartedly with either the statutory requirement that they supply the Library of Congress with multiple copies of all their publications—book and nonbook, whether published by the Government Printing Office or not—or the statement in the 1967 Bureau of the Budget Bulletin (No. 67–10, June 5, 1967) requesting compliance therewith by supplying four copies of each publication. This situation should be rectified. Simultaneously, a thorough study of the total depository program is needed. A broadly conceived depository program, set in the context of a total documents service, involving not only the Federal Government but state and local governments as well, and related to the nation's total library program, needs to be considered for development. Consideration must be given to how the problems of sheer mass can be overcome, and decisions must be made on what proportion of the material would provide useful reader service.

As for the role of the Bureau of the Budget in connection with libraries, the Bureau might well group library programs together for consideration and study, on grounds of the amount of money involved and the intrinsic importance of the programs themselves.

[58] *The National Advisory Commission on Libraries did recommend a Board of Advisers and did recommend the formal designation of "The Library of Congress: The National Library of the United States."*

A change in that direction may be in the making, inasmuch as the 1968 and 1969 budgets submitted to Congress did single out and list certain library programs under the heading "Libraries and Community Services." The Library of Congress was, of course, included in the Legislative Budget, and the budgets of the other two national libraries were carried under their respective departments. The depository library program and the books for the blind and handicapped were not singled out. Until *all* the library concerns of the Federal Government are considered together, the full advantages of consolidation will not be realized.

Consideration might well be given to the problems encountered by Federal agencies in hiring professional librarians. Fundamental to improvement of the Federal library situation in general is the development of a strong, flexible civil service system, emphasizing professional qualifications and an aggressive recruiting program for librarians. The establishment of a single register of librarians, national in scope rather than decentralized as at present, might go far toward meeting these objectives.[59]

The following paragraphs, quoted in their entirety from the *Federal Library Newsletter*, suggest a method of procedure that the Civil Service Commission might adopt to remedy the situation:[60]

> Federal librarians have complained loud and long about the difficulty of recruiting for professional positions. They are almost unanimous in their opinion that librarians should be placed in a shortage category so they may be brought into the service at salaries above the minimum for the grade.
>
> In order to attain this objective, one or more Federal agencies will have to request action from the Civil Service Commission and support their requests with the following types of evidence:
>
> 1. Beginning salaries for librarians are above that which the Government is paying.
> 2. This seriously handicaps the Federal recruiting effort for librarians.
> 3. Government efficiency and operations are being seriously affected as a result.
>
> Acceptable evidence would be statistics concerning the number of vacancies, length of vacancies, and the high cost of recruiting. This should be accompanied by evidence to show that other types of employees cannot perform the necessary work, and that agency programs are suffering through lack of qualified librarians. Such evidence should be factual and well documented; it should indicate that the problem is nation-wide.
>
> Department of Defense and Veterans Administration libraries representing the two largest employing agencies might take leadership in compiling such evidence and requesting agency assistance.

A FINAL WORD

As indicated at the outset, the focus of this paper has been inward, on the Federal Government itself and on what actions it takes and might take to improve its own handling of library problems and programs. It should be remembered that the library field is not a Federal preserve, and that continued and enhanced attention to their roles must be paid by both state and local governments and private agencies concerned with library matters, if the achievement of a set of national library goals is to be realized. The Federal Government may lead by example, however, and it should do so before a problem becomes too difficult to solve. Thus the time for the Federal Government to act with regard to libraries is now; hopefully, as a result of the recommendations of the National Advisory Commission on Libraries, the way for it to do so will be made clear. If so, it will have accomplished its purpose.

The consensus of the task force on The Federal Government and Libraries, of which this paper was a part, appears in Table 8A–1. Not all the points covered in this

[59] *Such an action was recommended in a letter from Paul Howard, Executive Secretary, Federal Library Committee, to Z. W. Ramez, Chief, Program Development Division, Interagency Board of Examiners, U. S. Civil Service Commission, July 7, 1967.*

[60] *Federal Library Committee*, Newsletter, *No. 6 (November 1966), pp. 3–4.*

paper are included, and not all the consensus points were adopted by the National Advisory Commission on Libraries in their broad and flexible recommendations. Because the Commission did act in favor of breadth, with emphasis on the ongoing activity of new and revised structures, the material in a study of this kind has more relevance than mere back-up for the development of the recommendations. Hopefully, all of the unresolved issues touched on here will receive future attention in the continuing context recommended by the Commission.

TABLE 8A–1

TASK FORCE CONSENSUS ON THE ROLE OF THE FEDERAL GOVERNMENT

(Recommendations to the National Advisory Commission on Libraries, Fall 1967)

Suggested recommendations
I. National Library Policy.*
To overcome a gap causing uncertainties with regard to libraries and the public interest, there should be an officially formulated statement—brief, challenging, and inclusive—directed toward national responsibility for library services adequate to the people's needs.
II. The Library of Congress.*
A. Appointment of a Board of Regents (or Advisers).
B. Designation of the Library of Congress as the National Library of the United States (but not as the administrative head of a hierarchically organized national library system).
C. Retain Library of Congress in present relationship to the Congress (at least omit reference to an immediate switch to the Executive Branch, as frequently proposed).
III. Coordination of Federal Library and Information Policy.
A. The role of the Federal Library Committee (FLC) and the Committee on Scientific and Technical Information (COSATI) deserve special encouragement with the hope that these organizations might be strengthened, their interrelationships deepened, and collaborative research activities assisted through financial support and reference to a common source to which both might eventually report.
B. The development of fruitful working relationships between the Library of Congress, the National Agricultural Library, and the National Library of Medicine might be accelerated by forms of assistance, outside of the usual channels for their fiscal support.
C. Study of the coordination of Federal libraries and programs with nongovernmental libraries and programs deserves continued attention.
D. The effects of coordination of Federal libraries and programs upon libraries and programs at both the international and state and local levels merit more examination than they are correctly receiving.
IV. A Continuing National Advisory Commission on Library and Information Policy (Science).*
V. Matters Deserving Early Examination by the Continuing National Commission.
A. Office of Education: strengthening through improvements and adjustments within present organization.
B. Statistics: development of dependable current library statistics.
C. The International Dimension: development of understanding international interrelationships affecting library and information science.
D. State and Local Government: research attention to the impact of Federal library legislation on state and local governments and libraries.

* *Items that became actual formal recommendations of the National Advisory Commission on Libraries, July 1968. Other items were either not mentioned or embodied in other recommendations; future consideration was implied if not actually specified in the report.*

SOURCE: *From the summary of recommendations compiled by R. Taylor Cole from the four component papers and other materials made available to the task force for* The Federal Government and Libraries, *one of the special studies commissioned by the National Advisory Commission on Libraries in 1967.*

Senator PELL. Our next witnesses are Mr. William S. Budington, president of Association of Research Libraries, and executive director and librarian of the John Crerar Library, Chicago, Ill.; he is accompanied by Stephen A. McCarthy, executive director, Association of Research Libraries.

STATEMENT OF WILLIAM S. BUDINGTON, PRESIDENT OF THE ASSOCIATION OF RESEARCH LIBRARIES, AND EXECUTIVE DIRECTOR AND LIBRARIAN OF THE JOHN CRERAR LIBRARY, CHICAGO, ILL., ACCOMPANIED BY STEPHEN A. McCARTHY, EXECUTIVE DIRECTOR, ASSOCIATION OF RESEARCH LIBRARIES

Mr. BUDINGTON. Thank you, Mr. Chairman.

My name is William Budington. I am executive director and librarian of the John Crerar Library, Chicago, Ill. I am here today in capacity as president of the Association of Research Libraries, a professional organization numbering as its members the major research libraries of this country. A list of our members is appended to the statement. I appreciate the opportunity to present the views of the association on the proposed White House Conference on Libraries and Information Science, and ask that this statement be made a part of the record.

It has been said that we are moving from the age of energy to the age of information. In view of recent reports of alleged shortages, this may be just as well, for the untapped resources of information are as limitless as the human mind can make them, and depletion is not one of the problems. Rather is it a matter of effective exploitation and utilization of knowledge, and positive assurance of its ready availability to all persons.

To many citizens, the notion never occurs that libraries or books or information are matters of concern requiring study, planning, support, management, systems design and rather sophisticated expertise. Yet, as the committee is quite aware, all too many of our countrymen still have poor or even no access to library facilities, though much has been done until recently to correct this failing. The libraries in whose behalf I speak are not poor institutions, representing as they do the investment of many millions of private and governmental dollars.

Yet their richness is at once their present and growing handicap, for this precedent of completeness and the dependence upon them as major intellectual resources can no longer continue in the past and present mode. Rather searching reexamination of ultimate objectives and national needs is urgently required, if our information facilities are not to continue to deteriorate under the corrosive effects of rapidly rising costs, unmanageable quantities, uneven pressures for access and other negative conditions.

While research libraries share many problems with other types of libraries, certain areas are of particular concern and, indeed, many have been the subject of association investigation and action, both past and present. In some respects, these problems relate to the distinctive size, complexity and character of research libraries.

Typically, the research library deals with appropriate disciplines through comprehensive coverage, both in scope and in retrospective

depth. Its acquisitions tend to be specialized, to have originated in most countries of the world, to be difficult and expensive to obtain, to require unusual language and subject capabilities for initial selection and cataloging, and are often subject to deterioration because of age or poor quality of manufacture.

Such collections are relatively unique to a given institution and demand careful bibliographic identification and records of their existence and content. Indeed, past growth of such collections has been and still is due, in part, to the lack of adequate national provision for creating such records and content analysis, thus requiring scholars to have the materials immediately at hand for personal examination.

Since the materials are not widely held, fairly substantial demands are made on the owning institution by outside scholars and commercial users. With respect to organizational management, some degree of automation is commonly found in many large libraries, usually developed and applied by the institution itself, uniquely in each case.

The foregoing description goes into some detail, not to astound the innocent but to illustrate a complexity fraught with problems, many of which are common to all libraries and for which solutions are not haphazardly sought at the local level. It is our contention that full national access to recorded knowledge is better served by elevation of problem solving to a higher, more broadly applicable level.

Indeed, the ARL has initiated and participated in such contributions, including comprehensive studies of microform technology and utilization, the development of permanent/durable papers, and the analysis of conservation techniques. Support has also been generated for the national program of acquisitions and cataloging at the Library of Congress, to relieve individual libraries of much expensive and redundant cataloging effort. Application of computer technology to library problems is not an altogether simple matter, since management of bibliographic data bases is surprisingly more complex than business-oriented information systems. The Association has been closely involved in development of such data bases, particularly the national serials data program now underway at the Library of Congress.

Of concern to all citizens, and to the libraries which serve them, is the matter of access to information—the seemingly simple process of getting one's hands on the needed book or report or journal article. The traditional procedures of printed catalogs and indexes and the mutually supportive interlibrary loan activities are no longer adequate to cope with the varieties of needs and the extraordinary increases in operating costs. A number of studies of interlibrary relationships and loan systems have been made or are underway, with the ARL having been instrumental in several of them. Much more needs doing to achieve a rational and economically feasible system which insures the maintenance and accessibility of the total information record.

It seems increasingly certain that such a system must be conceived on a national scale. Cognizance must be taken of existing resources, possibly incorporating them into our system, as Great Britain is presently doing with its so-called British library. This may, for example, bring the designation of certain institutions as national centers of excellence, with federally guaranteed maintenance and nationally based service obligations.

The creation of new resources may also be envisaged; among such possibilities are one or more periodicals resource centers, which will provide fast, assured availability of this difficult-to-control medium of communication. Feasibility and alternatives studies of such centers are already underway. The proposed White House Conference will provide welcome opportunity for the necessary interaction between the various types of libraries and library systems sure to benefit from and be involved with such new facilities.

The implementation and the financing of a reoriented and nationally based system pose challenges of considerable magnitude. The concept of the management of research libraries in the aggregate, in the context of national objectives, is one possible and wholly new approach. The individual library takes on a responsibility to some entity other than its own parent institution or governing body, and its channels of support and modes of service are modified and supplemented. In addition, participants in any national "research library corporation" (to project one version) will gain an enhanced capability for dealing with and achieving results on problems beyond the power base or expertise of any single institution or small group. Such thinking represents a change in the direction of support, from Federal funding of local facilities to provision of nationally based services and resources on which the local outlets may draw.

While the local assistance must certainly continue to be assured for the time being, in due course the centrally established and shared resources will enable savings in individual libraries which may well more than offset loss of subsidies and will certainly extend the total spectrum of available publications and ease of identification of and access to needed information.

There are, in effect, two directions which support may take. The first provides assistance to the local retailer of information, who deals on a 1-to-1 basis with the minds which make this country move. This retailer can and has dealt with information in bulk, packaging it as best he could, as well as buying expensive prepackaged services as he was able to do so. The alternative direction is greater investment in the wholesale area, in the interface between the producer and the library retailer, to insure the quality and availability of needed products, at prices which the retailer can afford.

Not only is information considered as potential energy; it has also been characterized as the new capital on which our economy and our society subsist. Our two investment opportunities may thus be viewed as the bankrolling of outlets on the one hand, and the basic production of capital goods on the other, by which is meant the processing, packaging, labeling, and distribution of information. By the same philosophy which sees to it that transportation is increasingly guaranteed to the Nation, our planners should recognize the urgent priority of guaranteeing on a national scale both bibliographic and physical access to recorded information and the knowledge represented therein.

Not all libraries have arrived at or will subscribe to this way of thinking, this view of the future, and indeed there will be many proposals of equal or greater cogency. What is needed above all is the fullest opportunity for professional and public consideration, discussion, understanding, and support, taking into account the whole panoply of issues and possible solutions. To these ends, the Association of

Research Libraries heartily endorses the proposed calling of a White House Conference on Libraries and Information Science.

Senator PELL. Thank you very much indeed. Mr. McCarthy, did you have anything to add?

Mr. MCCARTHY. No; I do not have a statement.

Senator PELL. I was struck by your thought about the need for the interrelation, the interplay of facts and how you can get knowledge. How do you know where the material is? Do you consider that the central point for research would be the Library of Congress?

Mr. BUDINGTON. This is one of the principal resources in the country where people can turn particularly to the National Union Catalog at the Library of Congress to locate items of which existence is already known. We also turn to our other two national libraries, National Library of Medicine and National Agricultural Library.

These three in fact now constitute the focus of the library systems of the country.

Senator PELL. Do they each have a computer?

Mr. BUDINGTON. All of them make use of computers in their operations——

Senator PELL. The Library of Congress has their own computer. Can they crank a question into it as to where an available document is, and I think it will come out at the other end?

Mr. BUDINGTON. At present, they are making use of their own computer with internal operations. I do not believe we can yet press a button and find out exactly what is available in the country.

Senator PELL. Is there no place where we can do that? No computer where you can feed into it a question as to where certain information is, and it will say that such and such a library in Chicago might have the material you are looking for?

Mr. BUDINGTON. Not presently on a national basis, sir, as far as I am aware. There are certain activities at the National Library of Medicine, there is certain planning in the Library of Congress, which relate particularly to the location of files of journals and periodicals, because these are very hard to find.

Mr. MCCARTHY. Senator Pell, if I could interpose, it has proved to be a far more difficult job than many of the computer people thought. Five to ten years ago they were going to solve all of our problems very quickly and easily, and they found that it was considerably more difficult than putting accounting systems for example on computers.

But I think now there has been enough work so that it is clear that this is the wave of the future, but there is still a tremendous job to be done before that will happen. I believe with respect to retrieval of information in its own particular field, biomedical field, the National Library of Medicine is perhaps farther along, has done more than any other library, and I would cretainly hope that such a conference, as we are discussing, would draw heavily on the experience and the expertise of the National Library of Medicine.

They are outstanding leaders in this field.

Senator PELL. I supported legislation for the establishment of a national information bank for cancer so that information from all over the world would be available. It has not moved ahead as I would have liked. I would think this would be one of the very real questions which such a White House conference would discuss.

What other benefits that you see might come out of such a conference?

Mr. BUDINGTON. To my thinking, I think the visibility which is achieved by such a conference is perhaps foremost. As we have commented earlier, the absence here of any of the news media is pretty indicative of this. Very few people are stirred up in their bowels by the mention of the word "libraries." Perhaps more importantly is emphasis on what the real significance of information itself is to our citizens, to our business, to our Government, and the national conference would lift this view of information as perhaps the most important national energy resource and commodity which will be needed in the future.

I think it will also bring together, as we see here today, a wide spectrum of organizations through which this energy is expected to flow. Each of them in the past have made use of information in their own way. The support which is provided to each of these types of libraries has done different things.

It may well be time to bring all of these together in the experiences, to share in the projections of the future, in which the various kinds of libraries and information services can project.

Senator PELL. I would agree with you. Do you have any ideas as to what this conference would cost or should cost?

Mr. BUDINGTON. We have done no projections of this. I listened with interest to earlier testimony here comparing the cost to the conference on aging. I think we have not drawn together any projections of cost.

Senator PELL. Do you have any idea how the State organizations should work in this regard?

Mr. BUDINGTON. It would seem to me that the States should be brought into this and with fiscal involvement, but I think also the Federal funding can provide important seed money to encourage the States to drive forward with the organization of their parts of the total program. There are of course a number of State organizations of various kinds, library and related groups, which undoubtedly would be drawn into this.

Senator PELL. I believe that this subcommittee which is fairly liberal and sophisticated may well report out this bill. However, in order to get the bill through the Congress, the Senate and the House, in view of the absence of national interest, I think you yourselves will have to do a certain amount of lobbying of your own Members of Congress and your own Senators in order for it to succeed.

This brings to mind a very important question. This bill is the idea of the Congress. we have yet had no reaction one way or the other from the executive branch, the administration, on this bill. Do you have any reason to be familiar with the administration's views on this bill?

Mr. BUDINGTON. I have not. Perhaps Dr. McCarthy has a feeling.

Mr. MCCARTHY. Well, I regret to say it, Senator, but I am afraid that they are probably negative. Several of us met with Mr. Ottina, and the assistant secretary for higher education, Mr. Cosand, last winter to talk about existing library programs. We found that their attitude was very negative, as it had been expressed in the President's budget, zero funding. Some of us then said, well, we are not necessarily married to the existing programs. We are quite prepared

to consider some other types of library programs, would you have any guidance or any suggestions for us?

And there was simply no response whatsoever.

Senator PELL. I do make a point that while I am willing to take whatever leadership I can in this matter, I cannot do it alone. If the administration is actually negative on it, then it is going to take a very real persuasion job across the length and breadth of our country to restore the priorities of libraries, to restore the budget for libraries.

We in the Senate cannot do it alone, because it will take a lot more help than that.

I thank you both very much indeed.

Our final witness is Mr. O. B. Hardison, Jr., chairman, Independent Research Libraries Association and Director, Folger Shakespeare Library.

I understand Mr. Hardison is not here. I have had a chance to read his statement. It is an excellent one, and I order it inserted in the record in full.

[Statement referred to follows:]

STATEMENT OF O. B. HARDISON, JR., CHAIRMAN, INDEPENDENT RESEARCH LIBRARIES ASSOCIATION AND DIRECTOR, FOLGER SHAKESPEARE LIBRARY

Mr. Chairman, around 1530 Martin Luther expressed growing concern over the multiplication of books and the increasing rise of libraries. "The organization of large libraries," he said, "tends to divert men's thoughts from one great book—The Bible * * * My object, my hope in translating the Scripture, was to check the over-prevalent production of new books."

There is a lesson in this if the wit of man could but find it. From the time of Ecclesiastes to last October's hearings of the National Commission on Libraries, men have lamented the proliferation of books and the expansion of libraries. Meanwhile, books have continued to proliferate and libraries have continued, inexorably, to expand.

Now Senate Joint Resolution 40, which would authorize and request the President to call a White House Conference on the growth and augmentation of Libraries and Information Science, is taking us once again whither Luther has led. Let me hasten to add that as Director of the Folger Shakespeare Library, itself an expanding institution, and as chairman of the Independent Research Libraries Association, which I represent here today, I wholeheartedly support going in this direction. Indeed, one of the needs which we ourselves saw when we set up the I.R.L.A. was the formation of a commission which would produce a definite report on the status of the independent research libraries. Thus we are well aware of the need to study the problems of libraries, and welcome the proposed conference as a splendid opportunity for libraries of all kinds and sizes to explore these questions area together. We find it especially appropriate that the conference is proposed for 1976, the Bicentennial year, as Libraries are the guardians and transmitters of much of the American heritage, which 1976 will celebrate.

One of the things that the I.R.L.A. hopes is that the proposed conference will have a mandate to be as broad as possible in its areas of inquiry and discussion. Libraries today exist as part of a whole complex web of cultural and educational institutions, and they face a miriad of interrelated problems that touch on legal, social, educational and operational issues. The I.R.L.A. in particular would like to comment on what appears to be an emphasis on technological innovation as a solution to library's problems which is put forward in this resolution. While as anxious as any other group to take advantage of modern information methods, where applicable, the I.R.L.A. sees many areas of library operation that will not be solved by any number of computer networks, microfiche readers and folding bookstacks.

In order to understand the scope of these problems, and the perspective from which we are approaching them, let me tell you something about our members.

There are probably several hundred libraries in the United States with collections large enough to be considered national assets. Most of them are publicly supported or institutionally related. About fifteen are independent.

By independent I mean something fairly specific. The typical independent library was established by a single donor whose interests are reflected in its architecture, its facilities, its collection, and even its landscaping. It has its own charter, derives its support chiefly from endowment, publishes its own annual report, and is supervised by its own administrative board.

Fourteen of these independent libraries belong to the I.R.L.A. They are:

American Antiquarian Society, Worcester, Mass.
American Philosophical Society, Philadelphia, Pa.
Folger Shakespeare Library, Washington, D.C.
Historical Society of Pennsylvania, Philadelphia, Pa.
Henry E. Huntington Library, San Marino, Calif.
John Crerar Library, Chicago, Ill.
Library Company of Philadelphia, Philadelphia, Pa.
Linda Hall Library, Kansas City, Mo.
Massachusetts Historical Society, Boston, Mass.
Pierpont Morgan Library, New York, N.Y.
Newberry Library, Chicago, Ill.
New York Academy of Medicine, New York, N.Y.
New York Public Library, New York, N.Y.
Virginia Historical Society, Richmond, Va.

Together, these indepedent research libraries own and preserve a body of manuscript and printed material of the greatest importance. Much of it is unique or extremely rare. It is complemented by extensive collections of modern reference works and is made available to readers under working conditions as close to ideal as possible. In effect this material creates a vital link between the values of the past and a troubled and increasingly unstable contemporary world.

Today, most of the independent libraries are in trouble. Some of the underlying causes are familiar to the point of platitude: inflation that outpaces endowment growth; a relentless upward spiral in rare book prices; the chickens of deferred maintenance coming home to roost; pressure from readers for better, more comprehensive services including such modern conveniences as computer access; and pressure from library personnel for a much needed upgrading of library salaries to bring them into line with professional salaries elsewhere. These problems are as inevitable—and as inescapable—as death and taxes. If they were uncompounded, they would be serious enough, but I believe the independent libraries could handle them without heroic measures. Unfortunately, they come in tandem with other, more immediately urgent problems.

These problems come in four varieties—legal, social, educational and operational. The legal problems are those posed by the 1969 Tax Reform Act, which reclassified many of these libraries as private foundations thus making them potentially liable for income taxes. The "reform" also severely curtailed the tax deduction a creative artist can receive for donation of his working papers and manuscripts, thus cutting off a vital source of acquisitions essential to research. The social problems are those posed by the location of many research libraries in what have become decaying inner city areas and the attendant need for programs that reach out to an alien community, for hiring practices that more nearly reflect community makeup, and for services that convince hungry city governments of the need to continue to exempt independent libraries from taxation. The educational dimension of research libraries' problems comes about because they are now at the pressure points in humanistic education.

One of the major changes in American higher education in the last decade has been assessed by the Carnegie Commission, in its report *Reform on the Campus*, as a move "from elite to mass education." From the perspective of the independent libraries the most important effect of this move has been the separation of teaching and learning on the one hand from research on the other.

There is a strong feeling at present that teaching and learning should be the primary concern of the campuses and that research should be carried on under special conditions and even in special locations. This feeling is reinforced by the economics of higher education. The so-called knowledge explosion has made

it impossible for any institution, no matter how affluent, to provide for the research needs of its faculty. There are, for example, over 100,000 periodicals currently being published throughout the world in the sciences alone. No university, not even Harvard, can keep up.

Both by unconscious evolution and conscious planning the independent libraries have become centers for advanced study and continuing education in the humanities in everything but name. They serve readers from every region in the United States. They offer specialized materials unobtainable elsewhere. They provide optimum conditions for research and writing. And they provide a wide range of ancillary services including photoduplication, publication of significant work, post-doctoral seminars, fellowships, and housing assistance for out-of-town readers.

In spite of their vital role in the continued education of the nation's graduate and post graduate students and college and university faculty, however, most of the independent research libraries receive no financial help from the educational institutions they serve. Nor are they recognized as educational institutions in their own right by Federal guidelines, primarily because they do not grant degrees. Thus they do not have available to them the same resources, from the Library Services and Construction Act, for example, or loans for construction of Graduate Academic Facilities, as on-campus libraries may do to help them carry out their educational functions. There has been a very welcome move in this direction in the amendments to the Higher Education Act of 1972 which for the first time extended grants to "private non-profit library institutions" whose primary function is to provide library and information services to institutions of higher education on a formal, cooperative basis." We hope that the White House Conference will explore ways to open up more such resources, without requiring a compromise of our basic character, the flexibility to respond to the changes in higher education which is made possible by our independence.

The operational problems of the research libraries are a function of their basic responsibilities as libraries. The first responsibility of a library is conservation. Whatever else it may or not attempt, a library must do everything possible to preserve its collection and convey it intact to the next generation. Today, however most independent libraries are aware that their collections are endangered by inadequate care, acidification of paper, poor temperature and humidity control, air pollutants, and outmoded fire detection and security systems. Recent advances for remedies will be extremely high.

The second responsibility of a library is to make sure that its collection is used as well as preserved. This implies an active acquisitions policy to insure that the collection remains current and the maintenance of conditions that insure convenient, efficient reader access. Here the problem is space. The fact is that many of the independent libraries have reached the physical limits of their stacks and reader facilities. This has happened not because they have been remiss but because they have been outstandingly successful. Their collections have grown continuously and their readership has increased at a rate that at times has seemed geometric rather than arithmetic. By way of illustration, the Folger collection has tripled in size since 1950. It has grown in depth and in richness as well as in numbers of titles. In 1972, in order to make space for further growth, the Folger was forced to sell 5,000 nineteenth- and twentieth-century duplicates. This cleared the last available stack space in the Library. Without new construction, when the end of the duplicate shelves has been reached as will happen in another three to five years the Folger will have to stop buying books or store them in boxes or convert offices and seminar rooms into stacks. None of these alternatives is attractive. As for readers, in 1953 the Library recorded 2,300 reader-days. In 1971 the figure was 8,200 and in 1972 it had risen to 9,700. If the trend continues, admission requirements will have to be made more stringent and many readers who now use the Library may be excluded.

Alarming statistics like these are being faced by most of the independent libraries. The ability of these libraries to serve their audiences is at stake. And what we are really talking about when we discuss the future of the independent libraries is the importance of the humanities in American culture. If current studies of the long-range trends in modern society are even partly right, we are entering a period when we will need every resource that the humanities can offer to balance the tendencies of technology and social engineering. I do not oppose technology and social engineering, but I believe deeply, and I think most Americans agree, that the society we are creating must be a society for human

beings and not a society for robots. Without the stabilizing sense of tradition and without the skepticism that comes from knowing that the human spirit is always more complex and more mysterious than the systems men create, we may have little to oppose to the forces that are driving us toward George Orwell's *1984*.

Senator PELL. I admire very much indeed the Folger Shakespeare Library. Did you wish to say something?

STATEMENT OF BETTY ANN KANE, ASSISTANT TO DIRECTOR OF PROGRAMS, FOLGER SHAKESPEARE LIBRARY

Ms. KANE. I wish to say that Folger and all independent research libraries appreciate the kind of interest that has been taken in our situation because we exist in a very special category between libraries, museums, and educational institutions and we are affected by legislation in all three areas by definition, by guidelines, et cetera, that does not legally qualify.

Senator PELL. We appreciate that. As I say, I understand and thank you very much.

As a matter of record, we have asked the administration for their views. We are awaiting their decision with regard to this legislation.

Before closing the record, we will make sure that the Library of Congress has an opportunity to express its views with regard to this legislation and then we will do our best to report a bill out of the subcommittee and see where it goes from there. How far it goes depends in great part on the energies of those in this field.

At this point I order printed all statements of those who could not attend and other pertinent material submitted for the record.

[The material referred to follows:]

Miss Jane F. Hindman
The Mermont, Apt. 207
Bryn Mawr, Pennsylvania 19010

January 31, 1973

Senator Claiborne Pell
U.S. Senate
Washington, D.C.

Dear Senator,

I know that very shortly your committee will conduct hearings on the value of libraries to our youth. As a senior citizen, I want to say to you that I feel these young people need this food for our minds as much as we old people need financial aid.

Please find money for both.

Sincerely yours,
Jane Hindman

COUNCIL FOR HIGHER EDUCATION IN NEWARK

240 High Street / Newark, New Jersey 07102

(201) 645-5551

Learning Resources Planner

July 18, 1973

The Honorable Claiborne Pell
United States Senate
Washington, D. C. 20510

My dear Senator Pell:

Recently, I read with interest an article concerning the idea of a White House Conference on Libraries. I am certainly in support of such a conference realizing that, if it becomes a reality, it will take place in 1976. However, having attended both national and state conferences on libraries, it appears to me that state plans for library networks should be solidified before that conference. To the best of my knowledge, most state library systems work independent of educational library systems and, in the case of the latter, educational libraries often work independent of one another.

In an age when communications is one of the most important foundations for national awareness, organization and defense, I think it is shocking to realize the lack of communication prevalent in the systems that, conceivably, are the basis of public knowledge and public growth.

In the City of Newark, New Jersey, we are trying successfully to align the institutional libraries with the public library system, believing that the two must work cooperatively for the benefit of all citizens. Such programs as reciprocal borrowing, an audiovisual directory, a guide to the libraries and their resources and a shelf analysis study are but a few of the efforts accomplished by this Council. As a "dreamer", how wonderful it would be if we could find this cooperative venture multiplied throughout the United States. However, as I stated earlier and fully realize, such cooperation must begin at home. I would not like to think what our results would have been if the cooperation which we have achieved were mandated from the state or national level.

As an active member of many organizations and President of the International Reading Association for Higher Education, I would be most happy to volunteer my services in any way that you may find useful. Wishing you success in the passage of the conference bill and in all other endeavors of your Committee, I remain,

Sincerely yours,

John F. Touhey

John F. Touhey
Learning Resources Planner

JFT:js

20-935 O - 73 - 8

Rhode Island School Library Association
187 Rounds Avenue
Providence, Rhode Island 02907
July 19, 1973

The Honorable Claiborne Pell
325 Old Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

This letter is in strong support of your efforts to improve the status and effectiveness of libraries in the upcoming hearings of the National White House Conference on Libraries next Tuesday, July 24th. Please be assured that the Rhode Island School Library Association, representing some four hundred (400) school libraries in Rhode Island, is well aware of your work to help libraries and will support you in every possible way.

Information provided by Mrs. Ruth Cerjanec, former Title II Coordinator in the Rhode Island Department of Education, confirms the fact that in 1959 only twenty percent (20%) of the schools mentioned above had libraries, that the per pupil book budget was only sixty-six cents ($.66), and that there were only twenty-nine (29) full and part-time librarians to serve these schools. In 1971, four (4) years after Title II, ninety-three percent (93%) have media centers, the per pupil budget was three dollars and thirty-three cents ($3.33), and there were two hundred and seven (207) full-time equivalency media specialists to help the children. Obviously, Federal funding has been a decisive factor in this tremendous progress. Please continue your efforts to maintain this vitally-needed financial support. The children are being helped substantially by these media centers, the faculties and many parents (several as volunteers) are learning about the importance of school libraries, and some school committee members and administrators are becoming aware that school media centers make excellent catalysts for the curriculum.

I am planning to be in Washington, D.C., during August 20-24, for the National Convention of the American Federation of Teachers, AFL-CIO, which will provide another opportunity to help the library profession.

Again, thank you very much for your continued support of libraries - the vital link between people and knowledge.

Yours truly,

Chester W. Ham Jr.
Chester W. Ham Jr.
President
Rhode Island School Library Association

Middletown Free Library

1521 WEST MAIN ROAD • MIDDLETOWN, RHODE ISLAND 02840 • 846-1573

August 14, 1973

The Honorable Claiborne Pell
The United States Senate
Washington, D. C.

Dear Sir:

The Middletown Free Library supports Senate Joint Resolution 40 calling for a White House Conference on Library and Information Services in 1976.

We are a small free public library, founded in the mid-1850's, then, as now, financially at the mercy of a harried local town council to hold the tax line.

We welcome further public exposure of the financial plight of this and other libraries striving to maintain, improve and increase vital educational services. The proposed White House Conference would provide additional impetus to action in support of all libraries.

Sincerely yours,

Norman W. Hall
Secretary to the Trustees

western union **Telegram**

NAC080(1621)(2-000288E204)PD 07/23/73 1621
ICS IPMBNGZ CSP
5152663455 POM TDBN DES MOINES IA 15 07-23 0421P EST
PMS SENATOR CLAIBORNE PELL
CAPITOL HILL DC
I SUPPORT S.J. RES40 AND SUGGEST ALL LIBRARIES BE FUNDED TO
INSURE CONTINUITY OF SERVICE
MRS CHARLENE LAKIN 3112 30 ST DES MOINES IA 50310

JUL 24 1973

western union **Telegram**

NAD070(1517)(2-258514E204)PD 07/23/73 1517
ICS IPMBNGZ CSP
5152663455 TDBN DES MOINES IA 17 07-23 0517P EST
PMS SENATOR CLAYBORN PELL
CAPITOL HILL DC
WE SUPPORT SJ RES 40 AND REQUEST THE SUB COMMITTEE TO SEEK INTERIUM
FUNDING OF ALL LIBRARIES.
COLLEEN OBRIEN

western union **Telegram**

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ICS IPMMTZZ CSP
4018283750 TDMT WEST WARWICK RI 48 07-24 1051A EST
PMS SENATOR CLAYBORNE PELL
CAPITOL HILL DC
DEAR SENATOR PELL PLEASE ENTER INTO THE RECORD OF THE HEARING
ON YOUR RESOLUTION TO AUTHORIZE AND REQUEST THE PRESIDENT TO
CALL A WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SCIENCES
IN 1976 THE ENTHUSIASTIC SUPPORT OF THIS IDEAL AND ITS OBJECTIVES
BY THE RHODE ISLAND LIBRARY ASSOCIATION
PAUL F CRANE PRESIDENT

STATE OF HAWAII
DEPARTMENT OF EDUCATION
DIVISION OF LIBRARY SERVICES
P. O. BOX 2360
HONOLULU, HAWAII 96804

OFFICE OF THE STATE LIBRARIAN

July 18, 1973

The Honorable Claiborne Pell
Chairman
Senate Education Subcommittee
United States Senate
Washington, D. C.

Dear Senator Pell:

As Assistant Superintendent for Library Services and State Librarian of Hawaii, I wholeheartedly endorse your call for a White House Conference on Library and Information Services in 1976. I also support your recommendation that this national conference be preceded by state-level governors' conferences on libraries.

In Hawaii we would hope that such a conference, if held, would convey to the people of our state an awareness that we can no longer afford the uneconomical irrationality of parallel systems of library services - one to the schools, one to the general public, one to the academic community, one to the business and industrial segments of our society. The informational resources of our civilization constitute one whole which should be tappable by any needful citizen without regard to his economic, scholastic or geographic niche.

Wishing you every success in your continued championing of reasonable educational interests.

Sincerely yours,

James G. Igoe

James G. Igoe
State Librarian
(Assistant Superintendent
for Library Services)

JGI:en
cc: Senator Daniel Inouye
Senator Hiram Fong
Representative Spark Matsunaga
Representative Patsy Mink
Governor John A. Burns
Ms. Eileen Cooke
Dr. Shiro Amioka

AMERICAN ASSOCIATION OF UNIVERSITY PROFESSORS

ONE DUPONT CIRCLE - SUITE 500
WASHINGTON, D.C. 20036
Telephone 202—466-8050

WALTER ADAMS, *President*
Michigan State University
BERTRAM H. DAVIS, *General Secretary*
Washington Office

August 7, 1973

Honorable Claiborne Pell
Chairman, Senate Labor and Public Welfare
Subcommittee on Education
325 Russell Senate Office Building
Washington, D.C. 20510

Dear Senator Pell:

On behalf of the 90,000 members of the American Association of University Professors at 2300 institutions, I appreciate the opportunity to present this statement to the members of the Subcommittee in support of Senate Joint Resolution 40, which authorizes and requests the President to call a White House Conference on Library and Information Sciences in 1976.

The American Association of University Professors is the largest and oldest professional association of college and university teachers, librarians, and academic counselors. Our long-term support of libraries and librarians within the academic community has been most recently manifested in the Joint Statement on Faculty Status of College and University Librarians, which was drafted jointly by our Association, the Association of College and Research Libraries, and the Association of American Colleges. I have appended a copy of the Joint Statement and I commend it for its succinct description of the appropriate roles of college and university libraries and librarians in the educational process.

Consideration of Senate Joint Resolution 40 comes at a time when the relationship between libraries and the Federal Government is at a critical stage. We have separately endorsed HR 8877 as a minimum level of funding of programs authorized by Congress and administered by the Department of Health, Education and Welfare. HR 8877 provides $176,209,000 for library resources in Fiscal Year 1974. Of that amount $15,000,000 is for college library resources, library training, and library research under Title II A and B of the Higher Education Act and $12,500,000 for undergraduate instructional equipment under Title VI of the same act. We believe that there must be a general and substantial increase in the level of Federal aid to higher education and we regard the college and university library appropriations as one of the specific programs requiring increased funding.

A White House Conference on Library and Information Sciences, with the attendant state conferences provided for in Senate Joint Resolution 40, would permit the Federal and state governments, librarians,

representatives of educational institutions, agencies, organizations, and professional and scholarly associations, persons with technological knowledge and competence, and representatives of the general public to focus sharply on the current roles of diverse types of libraries and to explore their future needs, goals, and policies. For college and university libraries, the White House Conference may provide an opportunity to evaluate their current roles and to project their future integral relationships to the educational process. By focusing attention on libraries, the White House Conference may serve to transmit to the general community the same awareness of the "unique and indispensable function" that libraries have served in the academic community. The need for that awareness is particularly significant at the present time when adult and continuing education programs are expanding and when the concept of postsecondary education has been markedly changed. Instead of restricting the growth of libraries and their services, it appears to us that a review of the current demand upon libraries, including college and university libraries, calls for meaningful discussions of the problems in meeting the demand and the probable solutions. Both the proposed state meetings and the White House Conference can provide the forum in which those discussions may occur.

We urge approval of Senate Joint Resolution 40.

Sincerely,

Walter Adams per ADS

Walter Adams
President

Reprinted from
AAUP Bulletin
Winter 1972

Joint Statement on Faculty Status of College and University Librarians

The following statement has been drafted by the Joint Committee on College Library Problems, a national committee representing the Association of College and Research Libraries, the Association of American Colleges, and the American Association of University Professors. The statement has been officially endorsed by the Board and Annual Meeting of the Association of College and Research Libraries and is being considered by the AAC and AAUP. Publication of the statement was authorized by AAUP's Council at its meeting in October, 1972. Members, chapters, and conferences are invited to review the statement and transmit comments to the Washington Office.

(Formally adopted by AAUP Annual Meeting, April 28, 1973)

As the primary means through which students and faculty gain access to the storehouse of organized knowledge, the college and university library performs a unique and indispensable function in the educational process. This function will grow in importance as students assume greater responsibility for their own intellectual and social development. Indeed, all members of the academic community are likely to become increasingly dependent on skilled professional guidance in the acquisition and use of library resources as the forms and numbers of these resources multiply, scholarly materials appear in more languages, bibliographical systems become more complicated, and library technology grows increasingly sophisticated. The librarian who provides such guidance plays a major role in the learning process.

The character and quality of an institution of higher learning are shaped in large measure by the nature of its library holdings and the ease and imagination with which those resources are made accessible to members of the academic community. Consequently, all members of the faculty should take an active interest in the operation and development of the library. Because the scope and character of library resources should be taken into account in such important academic decisions as curricular planning and faculty appointments, librarians should have a voice in the development of the institution's educational policy.

Librarians perform a teaching and research role inasmuch as they instruct students formally and informally and advise and assist faculty in their scholarly pursuits. Librarians are also themselves involved in the research function: many conduct research in their own professional interests and in the discharge of their duties.

Where the role of college and university librarians, as described in the preceding paragraphs, requires them to function essentially as part of the faculty, this functional identity should be recognized by granting of faculty status. Neither administrative responsibilities nor professional degrees, titles, or skills, *per se*, qualify members of the academic community for faculty status. The *function* of the librarian as participant in the processes of teaching and research is the essential criterion of faculty status.

College and university librarians share the professional concerns of faculty members. Academic freedom, for example, is indispensable to librarians, because they are trustees of knowledge with the responsibility of insuring the availability of information and ideas, no matter how controversial, so that teachers may freely teach and students may freely learn. Moreover, as members of the academic community, librarians should have latitude in the exercise of their professional judgment within the library, a share in shaping policy within the institution, and adequate opportunities for professional development and appropriate reward.

Faculty status entails for librarians the same rights and responsibilities as for other members of the faculty. They should have corresponding entitlement to rank, promotion, tenure, compensation, leaves, and research funds, and the protection of academic due process. They must go through the same process of evaluation and meet the same standards as other faculty members.[1]

On some campuses, adequate procedures for extending faculty status to librarians have already been worked out. These procedures vary from campus to campus because of institutional differences. In the development of such procedures, it is essential that the general faculty or its delegated agent determine the specific steps by which any professional position is to be accorded faculty rank and status. In any case, academic positions which are to be accorded faculty rank and status should be approved by

[1] *Cf.* 1940 *Statement of Principles on Academic Freedom and Tenure*; 1958 *Statement on Procedural Standards in Faculty Dismissal Proceedings*; 1972 *Statement on Leaves of Absence*.

(over)

the senate or the faculty-at-large before submission to the president and to the governing board for approval.

With respect to library governance, it is to be presumed that the governing board, the administrative officers, the library faculty, and representatives of the general faculty will share in the determination of library policies that affect the general interests of the institution and its educational program. In matters of internal governance, the library will operate like other academic units with respect to decisions relating to appointments, promotions, tenure, and conditions of service.[2]

[2] *Cf.* 1966 *Statement on Government of Colleges and Universities,* formulated by the American Council on Education, American Association of University Professors, and Association of Governing Boards of Universities and Colleges.

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MR STEPHEN WEXLER
COUNCIL SENATE SUB COMMITTEE ON EDUCATION 4228 NEW SENATE OFFICE BUILDING
WASHINGTON DC 20000

THE BOARD OF DIRECTORS OF SPECIAL LIBRARIES ASSOCIATION OF ITS RECENT MEETING VOTED UNANIMOUSLY TO ENDORSE THE WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SCIENCES IN 1976 AS PROPOSED IN SJ RES 40 (93 CONGRESS). SPECIAL LIBRARIES ASSOCIATION WITH 8000 MEMBERS WAS FOUNDED IN 1909. SLA IS THE SECOND LARGEST LIBRARY AND INFORMATION ORIENTED ORGANIZATION IN THE US. SPECIALIZED LIBRARIES SERVE INDUSTRY, BUSINESS, RESEARCH, EDUCATIONAL AND TECHNICAL INSTITUTIONS, GOVERNMENT, NEWSPAPERS, MUSEUMS, AND ALL ORGANIZATIONS, PUBLIC AND PRIVATE, REQUIRING OR PROVIDING SPECIALIZED INFORMATION.
BECAUSE MANY SPECIALIZED LIBRARIES SERVE HIGHLY SPECIALIZED CLIENTS THEY CONTRIBUTE TO THE ECONOMY AND HEALTH OF THE NATION. SPECIALIZED LIBRARIES OFTEN DEPEND ON ADDITIONAL RESOURCES OF UNIVERSITY AND LARGE PUBLIC LIBRARIES. CONTINUOUSLY IMPROVED AND EXPANDED LIBRARY SERVICES ARE NEEDED FOR SEGMENTS OF OUR SOCIETY. ZERO FUNDING FOR LIBRARIES AS PROPOSED BY THE ADMINISTRATION MUST NOT BE PERMITTED. SLA SUPPORTS SJ RES 40. SLA WOULD WELCOME OPPORTUNITY TO BE CONSULTED REGARDING THE APPOINTMENT OF MEMBERS OF THE ADVISORY COMMITTEE TO THE CONFERENCE.
WE HOPE THAT THIS TELEGRAM CAN BE INSERTED IN THE RECORD OF THE HEARING
F E MCKENNA EXECUTIVE DIRECTOR SPECIAL LIBRARIES ASSOCIATION
235 PARK AVENUE SOUTH NEW YORK NY 10003

1429 EST

MGMWSHA WSH

ASSOCIATION OF AMERICAN PUBLISHERS, INC.

1826 Jefferson Place, N.W., Washington, D.C. 20036 • Telephone: 293-2585 Area Code 202

July 26, 1973

The Honorable Claiborne Pell
Chairman
Subcommittee on Education
Committee on Labor and Public Welfare
United States Senate
Washington, D. C. 20510

Dear Mr. Chairman:

The Association of American Publishers would like to record its support for Senate Joint Resolution 40, authorizing and requesting the President to call a White House Conference on Library and Information Sciences in 1976.

We regret that we were unable to be present at the hearing conducted by your Subcommittee on July 24th on this resolution, but we understand that the record of that hearing is being held open and that our support, along with that of other organizations, will be recorded.

The unprecedented fiscal crisis confronting libraries of all types, in view of the threat of elimination of federal support, would provide reason enough to urge the convening of a White House conference to consider new and creative approaches to support these invaluable institutions for the preservation of our culture. As you pointed out on last October 13th, despite much progress in providing firmer support for our libraries, an estimated 20 million Americans are without access to a public library and some 34,000 elementary schools are deprived of this essential adjunct to education.

But it should not be solely in a spirit of crisis that a White House conference is called, but also in a spirit of hope and optimism: the centennial of the American Library Association, coinciding with our nation's bicentennial, provides a most appropriate occasion for widespread, action-oriented citizen study and consideration of the future of the library as an institution. Such grassroots activity would most fittingly culminate in -- and subsequently proceed from -- a White House conference.

As you observed when you introduced S.J. Res. 40 last January 26th, valuable though the Library Services and Construction Act and the work of the National Commission on Libraries and Information Science have been, what is needed is "a forum in which representatives of the general public can contribute to the determination of priorities as the Nation prepares to realize the potential of the new technologies for our more than 7,000 public libraries, our 50,000 school libraries, over 2,000 academic libraries and tens of thousands of special libraries and information centers."

Such a forum would be welcomed by those directly involved with libraries as well as by those allied with them and deeply concerned for their welfare. Publishers certainly count themselves among the latter. We therefore hope that Congress will pass the authorizing resolution and that the President will see fit to convene such an historic conference.

Thank you for the opportunity of registering our Association's support for Senate Joint Resolution 40.

Yours sincerely,

Richard P. Kleeman

Richard P. Kleeman
Director
Washington Office
Association of American Publishers

RPK:dls
cc: Ross D. Sackett, Chairman, Board of Directors, Association of American Publishers
Dr. Austin J. McCaffrey, Executive Director, Association of American Publishers
Eileen D. Cooke, Director, Washington Office, American Library Association

Senator PELL. This hearing is adjourned.
[Whereupon at 11:17 a.m. the hearing was adjourned.]

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